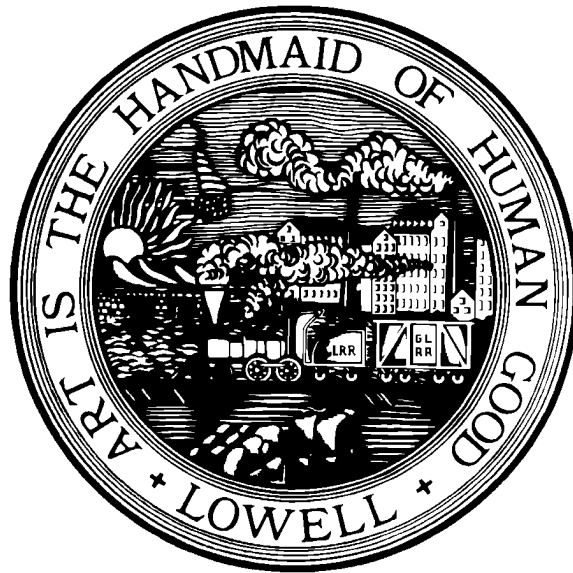


City of Lowell, Massachusetts

2005-06 Program Year

Consolidated Annual Performance
and
Evaluation Report
(CAPER)

CDBG, ESG, HOME, and HOPWA Programs



Office of the City Manager
Division of Planning and Development
JFK Civic Center, 50 Arcand Drive
Lowell, MA 01852
978-970-4252



September 2006



First Program Year CAPER

The CPMP First Consolidated Annual Performance and Evaluation Report includes Narrative Responses to CAPER questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations. The Executive Summary narratives are optional.

The grantee must submit an updated Financial Summary Report (PR26).

GENERAL

Executive Summary

This module is optional but encouraged. If you choose to complete it, provide a brief overview that includes major initiatives and highlights that were proposed and executed throughout the first year.

This Consolidated Annual Performance and Evaluation Report (CAPER) describes the activities undertaken during the program year beginning July 1, 2005 and ending June 30, 2006 using Federal funds granted to the City of Lowell by the U.S. Department of Housing and Urban Development (HUD) under the Community Development Block Grant (CDBG), Home Investment Partnership (HOME), Emergency Shelter Grant (ESG), and Housing Opportunities for Persons with AIDS (HOPWA) programs. Activities and accomplishments described in this report primarily benefit low-income and moderate-income residents of the City of Lowell, neighborhoods with high concentrations of low-income and moderate-income residents, and the city as a whole. HOPWA funds were used for eligible activities throughout Middlesex County.

A complete draft of this report was made available for public review and comment for a 15-day period beginning September 5, 2006. The availability of the report was publicly advertised consistent with the provisions of Lowell's Consolidated Plan. The complete document is available for review on the City's website (www.lowellma.gov) and in print form at the Division of Planning and Development, the Pollard Memorial Library, and the Office of the City Clerk.

FUNDS RECEIVED

The table below outlines the Consolidated Plan funding received by the City of Lowell between July 1, 2005 and June 30, 2006. This table only includes new funds received during the program year and does not account for either unspent prior year funds used for 2005-06 program year activities or funds from prior years spent during the 2005-06 program year.

Program Funds Received

	CDBG	HOME	ESG	HOPWA	TOTAL
Entitlement Grants	\$2,678,834	\$1,171,666	\$102,962	\$623,000	\$4,576,462
Program Income	\$266,401	\$606,276	\$0	\$0	\$872,677
Total Funds Received	\$2,945,235	\$1,777,942	\$102,962	\$623,000	\$5,449,139

Source: August 22, 2006 IDIS Report PR01

FUNDS EXPENDED

The activities and accomplishments outlined in this document are based on the expenditure of Federal funding between July 1, 2005 and June 30, 2006, as outlined below. Funds expended during the program year include reprogrammed prior year funds and funds awarded to activities in prior program years that were not spent until the 2005-06 program year. As a result, funds expended do not equal funds received. Reimbursements paid in July 2005 to subrecipients for activities completed prior to June 30, 2005 are not included in the totals below.

Program Funds Expended

	CDBG	HOME	ESG	HOPWA	TOTAL
Total Funds Expended	\$1,976,296	\$2,109,039	\$97,814	\$582,654	\$4,765,803

Source: August 22, 2006 IDIS Reports PR03 & PR06 & PR19

REGULATORY CAPS AND SET-ASIDES

Program administration expenses were within the regulatory caps as outlined below.

Program Administration Expenses

	CDBG	HOME	ESG	HOPWA
FFY2004 Entitlement	\$2,678,834	\$1,171,666	\$102,962	\$623,000
2004-05 Program Income	\$266,401	\$606,276	\$0	\$0
Administrative Cap Allowance	20%	10%	5%	3%
Maximum Allowable Expenditures	\$589,047	\$177,794	\$5,148	\$18,690
Actual Program Administration Expenditures	\$558,388	\$153,572	\$5,148	\$18,671

Source: August 22, 2006 IDIS Report PR02

The limit on CDBG expenditures for public service activities has been calculated as follows.

CDBG Public Service Activity Cap

FFY2005 Entitlement	\$2,678,834
2004-05 Program Income	\$469,823
Public Service Activity Cap Allowance	15%
Public Service Cap	\$472,299
Public Service Activity Expenditures	\$450,289

Source: August 22, 2006 IDIS Reports PR03 & PR26

The required HOME set-aside for Community Housing Development Organizations (CHDOs) is calculated as noted in the table below. The CHDO commitment listed is a set-aside included in HOME funds dedicated to housing projects in the Acre Plan area.

HOME CHDO Set-Aside Calculation

FFY2005 Entitlement	\$1,171,666
Minimum CHDO Set-Aside Percentage	15%
Minimum Required CHDO Set-Aside	\$175,750
Total CHDO Commitments	\$511,000

Source: August 17, 2006 IDIS Report PR02

The following table reviews the City of Lowell's compliance with the regulatory requirement that 70% of CDBG expenditures benefit low and- moderate-income persons. With the 2005-2010 Five-Year Consolidated Plan, the City of Lowell has adopted a three-year reporting period for calculating the low- and moderate-income benefit from the expenditure of CDBG and related funds.

CDBG Low and Moderate Income Benefit

	Summary of CDBG Resources	2005-06 Program Year	2005-08 Projection
01	Unexpended CDBG Funds at end of 2004-05 Program Year	\$1,526,851	\$1,651,628
02	Entitlement Grant	\$2,678,834	\$7,054,005
03	Surplus Urban Renewal Funds	N/A	N/A
04	Section 108 Guaranteed Loan Funds & BEDI Grants	\$10,500,000	\$10,500,000
05	Program Income	\$266,401*	\$528,322
06	Returns	\$0	\$0
07	Adjustment to Compute Total Available	\$0	\$0
08	Total Available (sum, lines 01-07)	\$14,972,086	\$19,733,955
	Summary of CDBG Expenditures		
09	Disbursements other than Section 108 Repayments and Planning/Administration	\$1,986,709	\$16,317,046
10	Adjustments to Compute Total Subject to Low/Mod Benefit	\$10,500,000	\$0
11	Amount Subject to Low/Mod Benefit (line 09 + line 10)	\$12,486,709	\$16,317,046
12	Disbursed in IDIS for Planning/Administration	\$599,610	\$1,516,466
13	Disbursed in IDIS for Section 108 Repayments	\$50,444	\$400,444
14	Adjustment to Compute Total Expenditures	\$0	\$0
15	Total Expenditures (sum, lines 11-14)	\$13,136,764	\$18,233,955
16	Unexpended Balance (line 08 - line 15)	\$1,847,243	\$1,500,000
	2005-06 Program Year Low/Mod Benefit		
17	Expended for Low/Mod Housing in Special Areas	\$0	\$0
18	Expended for Low/Mod Multi-Unit Housing	\$0	\$0
19	Disbursed for Other Low/Mod Activities	\$1,910,571	\$12,922,046
20	Adjustment to Compute Total Low/Mod Credit	\$7,500,000	\$0
21	Total Low/Mod Credit (sum, lines 17-20)	\$9,410,571	\$12,922,046
22	Percent Low/Mod Credit (line 21/line 11)	75.36%	79.19%
	Minimum Required Low/Mod Credit	70%	70%

*This figure has been adjusted from the PR26 report noted in the table source. Line 05 was adjusted downward to reflect only 2005-06 Program Year program income as reported on the 8/17/06 PR01 report.

Source: August 22, 2006 IDIS Reports PR01, PR03, & PR26

The following table outlines the City of Lowell's expenditures in compliance with these regulatory requirements for the 2005-06 Program Year.

Compliance with Regulatory Requirements

Requirement	Required	Spent
CDBG Administrative Cap	<=\$589,047	\$558,389
CDBG Public Service Cap	<=\$472,299	\$450,289
HOME Administrative Cap	<=\$177,794	\$153,572
HOME CHDO Set-Aside	>=\$175,750	\$511,000
ESG Administrative Cap	<=\$5,148	\$5,148
HOPWA Grantee Administrative Cap (Lowell)	<=\$18,690	\$18,671

SUMMARY OF PRIORITY GOALS AND EXPENDITURES

The City of Lowell's 2005-2010 Consolidated Plan established eight priority needs to be addressed using federal funds. The following table outlines these goals and how funds were used in the 2005-06 program year as well as over the entire five-year period covered by the Consolidated Plan. This chart does not include program administration costs, which are presumed to be distributed across the priority need areas in a manner roughly proportional to the activity expenses.

Expenditures by Five-Year Plan Priority Needs

Priority Need	Consolidated Plan		Actual Expenditures			
	Five-Year Budget	Five-Year Proportion	2005-06 Expenditures	2005-06 Proportion	Five-Year Expenditures	Five-Year Proportion
HOMELESS/HIV/AIDS	\$3,600,000	15%	\$697,468	15%	\$697,468	15%
NONHOMELESS SPECIAL NEEDS	\$250,000	1%	\$140,586	3%	\$140,586	3%
RENTAL HOUSING	\$3,900,000	16%	\$783,823	17%	\$783,823	17%
OWNER-OCCUPIED HOUSING	\$5,000,000	20%	\$1,479,145	31%	\$1,479,145	31%
PUBLIC FACILITIES	\$5,250,000	21%	\$1,008,836	21%	\$1,008,836	21%
INFRASTRUCTURE	\$1,500,000	6%	\$67,632	1%	\$67,632	1%
ECONOMIC DEVELOPMENT	\$3,000,000	12%	\$241,279	5%	\$241,279	5%
PUBLIC SERVICES	\$2,000,000	8%	\$302,525	6%	\$302,525	6%

*Percentages may not equal 100 due to rounding.

Source: August 22, 2006 IDIS Reports PR03, PR06, PR19

The City of Lowell's 2005-2010 Consolidated Plan also recognizes four thematic funding areas that correspond to the vision of the City of Lowell's Comprehensive Master Plan. The following table outlines these thematic areas and how funds were used in the 2005-06 program year as well as over the entire five-year period covered by the Consolidated Plan. This chart does not include program administration costs, which are presumed to be distributed across the priority need areas in a manner roughly proportional to the activity expenses.

Expenditures by Master Plan Themes

	Consolidated Plan		Actual Expenditures			
	Five-Year Budget	Five-Year Proportion	2005-06 Expenditures	2005-06 Proportion	Five-Year Expenditures	Five-Year Proportion
LIFETIME CITY	\$11,250,000	46%	\$3,039,411	69%	\$3,039,411	69%
ECONOMIC DEVELOPMENT	\$3,000,000	12%	\$262,617	6%	\$262,617	6%
NEIGHBORHOOD CHARACTER	\$7,000,000	29%	\$555,536	13%	\$555,536	13%
CAPACITY BUILDING	\$3,250,000	13%	\$531,649	12%	\$531,649	12%

*Percentages may not equal 100 due to rounding.

Source: August 22, 2006 IDIS Reports PR03, PR06, PR19

ACTIVITIES

The following tables list the activities and programs that were supported using Consolidated Plan program funds during the 2005-06 program year. Payments made in July 2005 for activities completed prior to June 30, 2005 have generally been excluded from this list except as noted. Program Administration and Planning activities have also been excluded from this list.

Organization - Activity	2005-2006 Expenditures
CDBG - Public Service Cap Activities	
Angkor Dance Troupe	\$5,500.00
Asian Task Force Against Domestic Violence	\$6,000.00
Big Brother/Big Sister - One on One Mentoring	\$12,000.00
Central Food Ministry	\$5,000.00
Community Family, Inc. - Alzheimer's Adult Day Center	\$1,500.00
Community Teamwork, Inc. - Advocacy Corps for Elders *	\$4,016.50
Community Teamwork, Inc. - Fair Housing Coordinator	\$15,000.00
Community Teamwork, Inc. - Suitability*	\$20,000.00
Girls, Inc. - Youth Enrichment	\$10,000.00
Greater Lowell Family YMCA - Camp Massapoag	\$10,000.00
Highland Travel Basketball	\$3,000.00
Hunger/Homeless Commission - Emergency Motel Stay	\$3,201.00
Hunger/Homeless Commission - Lowell Wish Project*	\$4,210.00
JRI/GRIP - Real Life Coach *	\$5,013.00
Kids in Disability Sports, Inc.	\$10,000.00
Lifelinks - Independent Living Seminar	\$12,500.00
Lifelinks - Urban Youth Employment*	\$4,000.00
Lowell Association for the Blind*	\$10,000.00
Lowell Community Health Center - Teen Coalition	\$10,000.00
Lowell Council on Aging - Outreach	\$19,335.73
Lowell Council on Aging - Recreation/Nutrition Program	\$18,911.33
Lowell Housing Authority - Youth Sports Program	\$16,000.00
Lowell Transitional Living Center - Detox Program	\$20,000.00
Mass. Alliance of Portuguese Speakers - Immigrant Social Services*	\$4,999.40
Mental Health Association of Greater Lowell - Bilingual Advocates Program	\$10,000.00
Merrimack Valley Catholic Charities - Food Pantry	\$15,000.00
Merrimack Valley Food Bank	\$15,000.00
Merrimack Valley Food Bank - Mobile Food Pantry	\$5,000.00
Middlesex Community College - Out of School Youth*	\$20,687.78
One Lowell Coalition *	\$7,500.00
Open Pantry of Greater Lowell	\$7,000.00
Rape Crisis Services*	\$15,000.00
Retarded Adult Rehabilitative Association*	\$7,500.00
Revolving Museum - Teen Arts Group*	\$22,500.00
Salvation Army Sage Senior Center	\$25,000.00
Southeast Asian Bilingual Advocates	\$2,500.00
Spindle City Corps - Youth Program†	\$5,000.00
St. Julie Asian Center - Family Literacy Program	\$15,000.00
UMass Lowell - National Youth Sports Program	\$10,000.00
UTEC - Cultural Arts Program	\$19,913.79
UTEC - Youth-led Microenterprise	\$10,000.00
West End Gym - Youth Boxing*	\$2,500.00
YWCA - Youth Center Enrichment Activities	\$5,000.00

† Total expenditures include fourth quarter draws not reported in 8/22/06 PR03 Report.

* Expenditures include funds drawn in 05-06 program year but not indicated on PR03 report due to incorrect prior year flags

Source: August 22, 2006 IDIS Report PR03

Activity	FY 2005-06 Expenditures
CDBG – Non-Public Service Cap Activities	
Acre Family Day Care	\$34,440.00
Architectural Heritage Foundation	\$1,877.50
Boys & Girls Club - Safety/Security Project	\$40,535.56
Centralville Neighborhood Action Group*	\$1,949.82
Christmas in April†	\$12,820.34
City of Lowell, DNS - Graffiti Removal	\$9,172.82
City of Lowell, DNS - W. Third St. Car Condos	\$1,875.00
City of Lowell, DPD - Bridge St. Parking Facility/Bus Shelter	\$900.00
City of Lowell, DPD - Cawley Stadium Improvements	\$253,461.75
City of Lowell, DPD - Demolition Program	\$4,982.23
City of Lowell, DPD - Emergency Housing Rehab	\$14,582.83
City of Lowell, DPD - HOMEWORK Program	\$9,800.00
City of Lowell, DPD - Housing Rehab Program	\$1,938.12
City of Lowell, DPD - Intersection Improvements	\$45,070.50
City of Lowell, DPD - JAM Plan Phase I	\$106,605.62
City of Lowell, DPD - Lead Abatement Program	\$73,325.39
City of Lowell, DPD - Moulton Sq. Traffic Improvements	\$4,029.90
City of Lowell, DPD - Pedestrian Signals for the Blind	\$11,040.00
City of Lowell, DPD - Renewal Community Program	\$7,157.73
City of Lowell, DPD - Small Business Loan Program	\$16,036.00
City of Lowell, DPD - Tanner St. Initiative	\$24,600.00
City of Lowell, DPW - Streets/Sidewalks Reconstruction	\$4,716.40
City of Lowell, Health Dept. - Sanitary Code Enforcement	\$99,375.00
Community Teamwork, Inc. - 767 Merrimack St.	\$24,429.00
Community Teamwork, Inc. - Small Business Assistance Center	\$60,000.00
JRI/GRIP - Facility Expansion	\$8,595.78
Lowell Council on Aging - Senior Center Lease	\$366,000.00
Lowell Parks and Conservation Trust, Inc. - Urban Forestry Project*	\$49,200.00
Middlesex North Resource Center	\$6,219.98
PYO/St. Jeanne D'Arc Youth Sports	\$11,974.94
Retarded Adult Rehabilitative Association - Center Floor Replacement	\$800.41
Revolving Musuem - Facility Improvements*	\$36,115.87
United Teen Equality Center - Building Acquisition	\$196,800.00

† Expenditures include \$8,875 spent in August 2005 for activity during 2004-05 that was not included in the 04-05 CAPER

* Expenditures include funds drawn in 05-06 program year but not indicated on PR03 report due to incorrect prior year flags

Source: August 22, 2006 IDIS Report PR03

Organization - Activity		FY 2005-06 Expenditures
ESG Activities		
Alternative House		\$15,000
Community Teamwork, Inc. - Milly's Place/Merrimack House Homeless Shelters		\$15,000
House of Hope, Inc. - Homeless Shelter Operating Expenses		\$15,000
Justice Resource Inst. (GRIP) - Project Shelter		\$13,000
Lowell Transitional Living Center, Inc. - Community Meals Program		\$25,000
Merrimack Valley Catholic Charities - Brigid's Crossing		\$14,814
HOME Activities		
Alternative House, Inc. - Permanent Housing for Victims of Domestic Violence		\$216,627
City of Lowell, DPD - Acre Urban Revitalization and Development Plan		\$257,777
City of Lowell, DPD - First Time Homebuyer Program		\$273,556
City of Lowell, DPD - HOMEWORKS		\$2,974
City of Lowell, DPD - Housing Rehabilitation Program		\$399,868
City of Lowell, DPD - Lead Abatement Program		\$99,942
D'Youville Senior Care Center, Inc. - Senior Housing		\$234,320
East Boott Cotton Mills - Redevelopment		\$172,430
Lowell Transitional Living Center		\$9,632
Middlesex St. Shelter, Inc. - Rehabilitation		\$41,512
HOPWA Activities		
AIDS Action Committee - Rental Assistance		\$99,965
AIDS Housing Corp.- Technical Assistance		\$5,071
Cambridge Cares About AIDS - Ruah House		\$35,400
Cambridge Cares About AIDS - YMCA/SRO Program		\$57,700
Justice Resource Institute - TBRA		\$43,052
Justice Resource Institute - Support Services		\$23,849
Lowell House, Inc. - Supportive Services		\$39,000
Merrimack Valley Catholic Charities - Outreach		\$25,538
Merrimack Valley Catholic Charities - Julie House		\$39,900
Metro Boston Housing Partnership - Rental Assistance*		\$110,048
South Middlesex Opportunity Council - Housing Search & Placement		\$47,300
Tri-City TBRA		\$55,831

* Total expenditures include fourth quarter draws not reported in 8/22/06 PR06 Report

Source: August 22, 2006 IDIS Report PR06

SUMMARY OF ACCOMPLISHMENTS

The activities listed above resulted in the following accomplishments during the 2005-06 program year. In addition to the specific outputs outlined below, the collective impact of these activities resulted in substantial improvements to the lives and neighborhoods of Lowell's low and moderate-income residents and persons living with AIDS/HIV throughout Middlesex County.

LIFETIME CITY

ACTIVITY	ACCOMPLISHMENT UNITS	FIVE YEAR GOAL	FY 05-06 GOAL	FY 05-06 ACCOMPLISH - MENTS	FY 05-06 FEDERAL FUNDING SOURCES
Acquisition of Real Property	11-Public Facilities (Senior Center)	1	1	1	CDBG
Handicapped Centers	11-Public Facilities	n/a	1	0	CDBG
Homeless Facilities (Non-operating/Rehab)	11-Public Facilities	n/a	2	2	CDBG
Youth Centers	11-Public Facilities	1	2	1	CDBG
Operating Costs for Homeless/AIDS Programs	01-People (Served)	30	2000	1129	ESG
Senior Services	01-People (Served)	20000	7252	3501	CDBG
Handicapped Services	01-People (Served)	2000	855	237	CDBG
Fair Housing Services	01-People (Served)	n/a	60	56	CDBG
Construction of Housing	10-Housing Units	20	68	22	HOME
Direct Homeownership Assistance	04-Households	200	50	21	HOME
Rehab, Single-Unit Residential	10-Housing Units	20	14	23	HOME/CDBG
Rehab, Multi-Unit Residential	10-Housing Units	20	4	0	HOME
Lead-Based/Lead Hazard Test/Abatement	10-Housing Units (Abated)	200	100	8	HOME/CDBG
HOPWA Facility Based Housing Operations	10-Housing Units	75	17	23	HOPWA
HOPWA Short Term Rent, Mortgage, Utility Payments	10- Housing Units	400	82	94	HOPWA
HOPWA Tenant Based Rental Assistance	10-Housing Units	150	27	35	HOPWA

ECONOMIC DEVELOPMENT

ACTIVITY	ACCOMPLISHMENT UNITS	FIVE YEAR GOAL	FY 05-06 GOAL	FY 05-06 ACCOMPLISH - MENTS	FY 05-06 FEDERAL FUNDING SOURCES
Clearance and Demolition	08-Businesses (Buildings)	8	2	1	CDBG
Com./Ind. Bldg Acquisition, Construct., Rehab.	13-Jobs	50	1	3	CDBG
Direct Financial Assistance to For-Profits	13-Jobs/ 08-Businesses	50/0	0/5	3/6	CDBG
ED Technical Assistance	08-Businesses	40	40	46	CDBG
Micro-enterprise Assistance	01-People (Assisted)	300	50	28	CDBG

NEIGHBORHOOD CHARACTER

ACTIVITY	ACCOMPLISHMENT UNITS	FIVE YEAR GOAL	FY 05-06 GOAL	FY 05-06 ACCOMPLISH- MENTS	FY 05-06 FEDERAL FUNDING SOURCES
Public Facilities - General	11-Public Facilities (Graffiti Removal)	n/a	700	395	CDBG
Neighborhood Facilities	11-Public Facility	n/a	1	1	CDBG
Parks, Recreational Facilities	11-Public Facilities (Parks)	7	5	4	CDBG
	01-People (Area Benefit)	25000	27407	16405	CDBG
Parking Facilities	11-Public Facilities	30	0	2	CDBG
Street Improvements	01-People (Area Benefit)	5000	23926	7986	CDBG
Tree Planting	11-Public Facilities (Trees/Projects)	500/100	100/20	127/11	CDBG
Cleanup of Contaminated Sites	11-Public Facility	n/a	0	1	CDBG
Code Enforcement	10-Housing Units (Inspected)	5000	180	2583	CDBG

CAPACITY BUILDING

ACTIVITY	ACCOMPLISHMENT UNITS	FIVE YEAR GOAL	FY 05-06 GOAL	FY 05-06 ACCOMPLISH- MENTS	FY 05-06 FEDERAL FUNDING SOURCES
Public Services (General)	01-People (Served)	50000	42739	19452	CDBG
Youth Services	01-People (Served)	12000	1416	1594	CDBG
Substance Abuse Services	01-People (Served)	n/a	100	88	CDBG
Battered/Abused Spouses	01-People (Served)	n/a	195	166	CDBG
Employment Training	01-People (Served)	200	125	175	CDBG
Mental Health Services	01-People (Served)	n/a	150	130	CDBG
HOPWA Supportive Services	01-People (Served)	2000	131	259	HOPWA
HOPWA Information Services	01-People (Served)	inc.	20	63	HOPWA

Source: IDIS Reports August 22, 2006

General Questions

1. *Assessment of the one-year goals and objectives:*
 - a. *Describe the accomplishments in attaining the goals and objectives for the reporting period.*
 - b. *Provide a breakdown of the CPD formula grant funds spent on grant activities for each goal and objective.*
 - c. *If applicable, explain why progress was not made towards meeting the goals and objectives.*
2. *Describe the manner in which the recipient would change its program as a result of its experiences.*
3. *Affirmatively Furthering Fair Housing:*
 - a. *Provide a summary of impediments to fair housing choice.*
 - b. *Identify actions taken to overcome effects of impediments identified.*
4. *Describe Other Actions in Strategic Plan or Action Plan taken to address obstacles to meeting underserved needs.*
5. *Leveraging Resources*
 - a. *Identify progress in obtaining "other" public and private resources to address needs.*
 - b. *How Federal resources from HUD leveraged other public and private resources.*
 - c. *How matching requirements were satisfied.*

1. ASSESSMENT OF GOALS AND OBJECTIVES

GOALS AND OBJECTIVES FOR REPORTING PERIOD

The goals and objectives for the 2005-2006 reporting period are based on HUD's priority needs identified in the 2005-2010 Five Year Consolidated Plan. The Five-Year Plan provided the guidelines for selecting projects and activities to fund during each subsequent program year. The goals identified in the plan, and the anticipated funds available are summarized in the tables below.

FY 2005-2010 Consolidated Plan Priority Needs

Priority Needs and Objectives	Estimated 5-Year Budget	% of Total
GOAL A: HOMELESS/HIV/AIDS	\$3,600,000	15%
GOAL B: NONHOMELESS SPECIAL NEEDS	\$250,000	1%
GOAL C: RENTAL HOUSING	\$3,900,000	16%
GOAL D: OWNER-OCCUPIED HOUSING	\$5,000,000	20%
GOAL E: PUBLIC FACILITIES	\$5,250,000	21%
GOAL F: INFRASTRUCTURE	\$1,500,000	6%
GOAL G: ECONOMIC DEVELOPMENT	\$3,000,000	12%
GOAL H: PUBLIC SERVICES	\$2,000,000	8%

Source: City of Lowell, Five-Year Consolidated Plan FY 2005-2010

The City distributed more than \$4,765,000 in federal funds to more than 100 projects during the 2005-06 reporting period. The following table outlines how funds were distributed among the priority need areas in the 2005-06 program year. This chart does not include program administration costs, which are presumed to be distributed across the priority need areas in a manner roughly proportional to the activity expenses.

Specific program accomplishments are detailed in the Housing, Homelessness, Community Development, Non-homeless Special Needs, and HOPWA sections of this report.

Distribution of Consolidated Plan Funds by Priority Needs

Priority Need	Consolidated Plan		Actual Expenditures	
	5-Year Budget	5-Year Proportion	2005-06 Expenditures	2005-06 Proportion
Homelessness/HIV/AIDS	\$3,600,000	15%	\$697,468	15%
Nonhomeless Special Needs	\$250,000	1%	\$140,586	3%
Rental Housing	\$3,900,000	16%	\$783,823	17%
Owner-Occupied Housing	\$5,000,000	20%	\$1,479,145	31%
Public Facilities	\$5,250,000	21%	\$1,008,836	21%
Infrastructure	\$1,500,000	6%	\$67,632	1%
Economic Development	\$3,000,000	12%	\$241,279	5%
Public Services	\$2,000,000	8%	\$302,525	6%

Source: August 22, 2006 IDIS Reports PR03, PR06 & PR19

*Percentages may not equal 100 due to rounding.

The tables below outline the measurable performance accomplishments resulting from the expenditure of Federal funds through the Consolidated Plan programs during the 2005-06 program year, based on the themes identified in the 2003 Master Plan and goals outlined in the 2005-2010 Five Year Consolidated Plan.

LIFETIME CITY

ACTIVITY	ACCOMPLISHMENT UNITS	FIVE YEAR GOAL	FY 05-06 GOAL	FY 05-06 ACCOMPLISHMENTS	FY 05-06 FEDERAL FUNDING SOURCES
Acquisition of Real Property	11-Public Facilities (Senior Center)	1	1	1	CDBG
Handicapped Centers	11-Public Facilities	n/a	1	0	CDBG
Homeless Facilities (Non-operating/Rehab)	11-Public Facilities	n/a	2	2	CDBG
Youth Centers	11-Public Facilities	1	3	1	CDBG
Operating Costs for Homeless/AIDS Programs	01-People (Served)	30	2000	1129	ESG
Senior Services	01-People (Served)	20000	7252	3501	CDBG
Handicapped Services	01-People (Served)	2000	855	237	CDBG
Fair Housing Services	01-People (Served)	n/a	60	56	CDBG
Construction of Housing	10-Housing Units	20	68	22	HOME
Direct Homeownership Assistance	04-Households	400	50	21	HOME

Rehab, Single-Unit Residential	10-Housing Units	20	14	23	HOME/CDBG
Rehab, Multi-Unit Residential	10-Housing Units	20	4	0	HOME
Lead-Based/Lead Hazard Test/Abatement	10-Housing Units (Abated)	200	100	8	HOME/CDBG
HOPWA Facility Based Housing Operations	10-Housing Units	75	17	23	HOPWA
HOPWA Short Term Rent, Mortgage, Utility Payments	10- Housing Units	400	82	94	HOPWA
HOPWA Tenant Based Rental Assistance	10-Housing Units	150	27	35	HOPWA

ECONOMIC DEVELOPMENT

ACTIVITY	ACCOMPLISHMENT UNITS	FIVE YEAR GOAL	FY 05-06 GOAL	FY 05-06 ACCOMPLISHMENTS	FY 05-06 FEDERAL FUNDING SOURCES
Clearance and Demolition	08-Businesses (Buildings)	8	2	1	CDBG
Com./Ind. Bldg Acquisition, Construct., Rehab.	13-Jobs	50	1	3	CDBG
Direct Financial Assistance to For-Profits	13-Jobs/ 08-Businesses	50/0	0/5	3/6	CDBG
ED Technical Assistance	08-Businesses	40	40	46	CDBG
Micro-enterprise Assistance	01-People (Assisted)	300	50	28	CDBG

NEIGHBORHOOD CHARACTER

ACTIVITY	ACCOMPLISHMENT UNITS	FIVE YEAR GOAL	FY 05-06 GOAL	FY 05-06 ACCOMPLISHMENTS	FY 05-06 FEDERAL FUNDING SOURCES
Public Facilities - General	11-Public Facilities (Graffiti Removal)	n/a	700	395	CDBG
Neighborhood Facilities	11-Public Facility	n/a	1	1	CDBG
Parks, Recreational Facilities	11-Public Facilities (Parks)	7	5	4	CDBG
	01-People (Area Benefit)	25000	27407	16405	CDBG
Parking Facilities	11-Public Facilities	30	0	2	CDBG
Street Improvements	01-People (Area Benefit)	5000	23926	7986	CDBG
Tree Planting	11-Public Facilities (Trees/Projects)	500/100	100/20	127/11	CDBG
Cleanup of Contaminated Sites	11-Public Facility	n/a	0	1	CDBG
Code Enforcement	10-Housing Units (Inspected)	5000	180	2583	CDBG

CAPACITY BUILDING

ACTIVITY	ACCOMPLISHMENT UNITS	FIVE YEAR GOAL	FY 05-06 GOAL	FY 05-06 ACCOMPLISH- MENTS	FY 05-06 FEDERAL FUNDING SOURCES
Public Services (General)	01-People (Served)	50000	42739	19452	CDBG
Youth Services	01-People (Served)	12000	1416	1594	CDBG
Substance Abuse Services	01-People (Served)	n/a	100	88	CDBG
Battered/Abused Spouses	01-People (Served)	n/a	195	166	CDBG
Employment Training	01-People (Served)	200	125	175	CDBG
Mental Health Services	01-People (Served)	n/a	150	130	CDBG
HOPWA Supportive Services	01-People (Served)	2000	131	259	HOPWA
HOPWA Information Services	01-People (Served)	inc.	20	63	HOPWA

CPD FORMULA GRANT FUNDS SPENT ON ACTIVITIES

The table below outlines the Consolidated Plan funding received by the City of Lowell between July 1, 2005 and June 30, 2006. This table only includes new funds received during the program year and does not account for either unspent prior year funds used for 2005-06 program year activities or funds from prior years spent during the 2005-06 program year.

Program Funds Received

	CDBG	HOME	ESG	HOPWA	TOTAL
Entitlement Grants	\$2,678,834	\$1,171,666	\$102,962	\$623,000	\$4,576,462
Program Income	\$266,401	\$606,275	\$0	\$0	\$872,676
Total Funds Received	\$2,945,235	\$1,777,942	\$102,962	\$623,000	\$5,449,139

Source: August 22, 2006 IDIS Report PR01

The expenditure of Federal funding between July 1, 2005 and June 30, 2006 is outlined below. Funds expended during the program year include reprogrammed prior year funds and funds awarded to activities in prior program years that were not spent until the 2005-06 program year. As a result, funds expended do not equal funds received. Reimbursements paid in July 2005 to subrecipients for activities completed prior to June 30, 2005 are not included in the totals below.

Program Funds Expended

	CDBG	HOME	ESG	HOPWA	TOTAL
Total Funds Received	\$2,945,235	\$1,777,941	\$102,962	\$623,000	\$5,449,138
Total Funds Expended	\$1,976,296	\$2,109,039	\$97,814	\$582,654	\$4,765,803
Expenditure Rate	67.10%	118.62%	95.00%	93.52%	87.46%

Expenditure Rate = Total Expenditures/(FY2004-05 Entitlement + Program Income)

Source: August 22, 2006 IDIS Reports PR03 & PR06 & PR19

EXPLANATION FOR LACK OF PROGRESS ON MEETING GOALS

During the 2005-06 program year, measurable progress was made on the majority of the five-year goals established in the 2005-2010 Consolidated Plan, as is outlined in the tables above. Delays were encountered by some physical projects, making it difficult to complete the activity and report total accomplishments by the close of the program year. These projects are still underway and will report accomplishments in subsequent CAPERs. The monitoring section of this report includes more discussion on those projects falling behind schedule. In general, however the total accomplishments for each master plan theme are on target for reaching its five-year goals.

2. CHANGES TO THE PROGRAM

Over the past two program years, the City of Lowell has made a number of changes to improve the efficiency of its program cycle. These have included refinement of the project selection process, improvements to grant agreement language, more efficient grant-making processes, and more cost-effective program delivery methods. These improvements have resulted in a stronger overall Consolidated Plan delivery program.

The City does not anticipate major changes for the 2006-07 program year. However, as the amount of available funds continues to decline and the costs of most projects continue to increase, the City may be faced in future years with the need to make substantial changes to the activities undertaken. The significant tightening of resources may begin to seriously impact the City's ability to meet five-year program goals with many "high" priority activities receiving little or no funding in future years.

3. AFFIRMATIVELY FURTHERING FAIR HOUSING

The City of Lowell released an Analysis of Impediments to Fair Housing Choice Report (AI) in 2006, identifying 3 impediments and 4 recommendations related to local fair housing issues. A brief summary of these impediments and the actions taken during FY 05-06 is provided below.

IMPEDIMENT #1: LACK OF FAIR HOUSING AGENCY

The lack of a stable and well-established fair housing entity creates an impediment to fair housing in the City. The 2001 AI identified the need for a fair housing agency and suggested that a local fair housing program be established to educate consumers and housing suppliers about fair housing rights, and to monitor and enforce fair housing laws. The study also advised consultation with the MCAD for information about starting a program, and recommended the appropriation of sufficient funds to support such a program. Ideally, the fair housing programs should be maintained through existing neighborhood and cultural organizations that understand the needs and speak the languages of their constituents. Providing more fair housing education and outreach through community-wide educational events will help residents develop an increased understanding of their rights under the law and the many forms of discrimination. The establishment of a local fair housing program will make it easier for residents to file a complaint if they believe that they have been victims of discrimination.

The City has made progress on addressing the lack of a fair housing entity or program since the 2001 AI. Initially fair housing issues were channeled through the City's Health Department. Since 2004, this function has been filled through Community Teamwork, Inc. (CTI), a local multi-service non-profit provider, offering fair housing services through its Consumer Education Program. While it employs a number of individuals to address local housing issues, the responsibility of developing a fair housing program currently rests on one individual. It is strongly recommended that current funds available for this position be leveraged to seek additional fair housing initiative funds so that a more solid Fair Housing Program with sufficient staffing and other resources can be established.

Summary of Actions Proposed to Address Impediment #1:

Opportunities to market and educate fair housing to city residents such as Fair Housing month should be pursued to demonstrate that Lowell does affirmatively further fair housing. These types of activities can encourage and educate people to identify and report housing discrimination. As part of its commitment to addressing fair housing issues, the City will continue to work with CTI and its Fair Housing program to track its progress. An evaluation of CTI's Fair Housing Program should be performed annually to ensure continued progress on this issue and to guarantee that a program that includes education, counseling, monitoring, and enforcement is established as planned.

Actions Taken to Address Impediment #1 in FY 2005-06:

CTI's fair housing program is beginning to coordinate a "Lowell Fair Housing Coalition" composed of community residents, organizations and businesses that will focus on outreach and education. Community Development staff have attended preliminary coalition meetings to learn more about the program. "Train the Trainers" sessions and fair housing counseling have also been provided. The Fair Housing Educator/Coordinator works in conjunction with the Housing Consumer Education Center and provides administrative support to all existing local commissions and coalitions focusing on housing issues. Other functions of this position include providing information and services that will heighten awareness among housing seekers and housing providers of their rights and obligations under existing fair housing laws. The Fair Housing Coordinator also works in conjunction with the Housing Consumer Education Center and other local commissions that focus on housing issues to help identify housing resources available to the residents of Lowell.

During the 2005-06 fiscal year, CTI reported 56 individuals served through its Fair Housing Education Center. The majority of its fair housing education and outreach was provided to both first time homebuyers as well as Section 8 Housing Representatives. CTI also engaged in planning activities with the Fair Housing Center of Greater Boston and provided tester training to help identify housing discrimination.

The City of Lowell continues to struggle with institutionalizing a successful system for disseminating fair housing information and centralizing access to resources and information regarding fair housing for the general public. Despite two years of attempts at implementation, administration of a fair housing program through CTI has not proved successful. During the preparation of the City's Annual Action Plan for the 2006-07 fiscal year, the Citizens Advisory Committee did not recommend to fund the Fair Housing Coordinator position with CDBG funds for another year. The City is coordinating with the Fair Housing Center of Greater Boston to explore new alternatives during the 2006-07 program year to address this gap in future years.

IMPEDIMENT #2: LACK OF RACIAL DIVERSITY ON CITY BOARDS AND COMMISSIONS

Currently there is minimal minority representation on City land use boards. There is a lack of diversity reflecting the racial and ethnic composition of the City boards and commissions.

Summary of Actions Proposed to Address Impediment #2:

The City has made no progress on addressing this Impediment since it was identified in the 2001 AI. The City will continue to monitor the make up of City Boards each year.

Actions Taken to Address Impediment #2 in FY 2005-06:

Some progress has been made on diversifying the appointments to City Boards. The 1998 and 2003 data in the table below was used in the 2006 AI as a benchmark for evaluating progress made on diversifying municipal board appointments.

Membership on Lowell City Boards and Commissions

	1998	2003	2006
Number of City Boards & Commissions	27	22	28
Total Membership	97	134	149
Female	31	36	43
Asian	5	7	10
Hispanic	5	4	12

Source: City of Lowell Clerks Office

There are currently 28 municipal Boards and Commissions in Lowell with a total of 149 members. The percentage of female appointees to municipal boards rose to 29% of the total membership in 2006. This figure is still less than the total percentage of females in Lowell, which was reported at 50% in the 2000 Census. While the percentage of Asian and Hispanic members increased in this same time period, they each represent less than 10% of the total board members. These races represent approximately 16% and 14% of Lowell's total population, respectively, according to Census figures. The make up of City Boards will continue to be monitored and reviewed in subsequent CAPERS to track the diversity of their members.

IMPEDIMENT #3: DISCRIMINATION IN RENTAL REAL ESTATE PRACTICES DUE TO PRESENCE OF LEAD PAINT

The abundance of older homes with lead paint in the City, in conjunction with Massachusetts' Lead Paint Law, limits the number of available homes for families with young children. Many landlords are reluctant to rent to families with young children, particularly because of lead paint laws and the high cost of compliance. 79% of Lowell's housing stock (almost 31,000 units) was built before 1950 and Lowell has one of the highest rates of lead poisoning in the state. While the City has made good progress in deleading some of the city's older housing stock through its Lead Abatement program, the recent loss of HUD Lead Hazard Control Grant Funding threatens the continued success of the program.

Summary of Actions Proposed to Address Impediment #3:

The City's Lead Abatement Program will continue to address this problem by assisting landlords with the high cost of lead abatement and aggressively accessing additional Federal and State resources. The City will continue to address the high

cost of lead abatement by providing grants, deferred loans and 3% loans to investors who create multi-family housing of 4 or fewer units. Finally, the City will provide public lead poisoning education, outreach, and technical training to help modify behavior in a way that ultimately reduces the incidence of childhood lead poisoning.

Actions Taken to Address Impediment #3 in FY 2005-06:

Lowell's Lead Abatement Program was awarded a \$3 million Lead Hazard Control Grant by the U.S. Department of Housing and Urban Development (HUD) beginning November 1, 2005 to October 31, 2008. During this time a minimum of 234 existing housing units throughout the Merrimack Valley will be made lead safe.

Lowell used more than \$73,000 in CDBG funds and almost \$100,000 in HOME funds, during the 2005-06 reporting period, to operate a broader lead-based paint hazard abatement program and address lead issues in eight housing units. In order to keep the assisted units affordable for people who are low-income, Lowell requires a deed restriction for all units receiving assistance from the Consolidated Plan programs for the LHCG program. This restriction limits the use of the property to low- and moderate-income people for both owner-occupied and rental units. The minimum duration of the restriction is three (3) years, with longer terms dictated by the funding source(s) applied to the project.

RECOMMENDATION #1: INCREASE ON-GOING PREDATORY LENDING AWARENESS EFFORTS

To combat predatory lending in Lowell, the Massachusetts Community and Banking Council (MCBC) in collaboration with Merrimack Valley Housing Partnership, local lenders and non-profit housing providers launched the "Don't Borrow Trouble" campaign in Lowell in 2003. "Don't Borrow Trouble" is a public awareness campaign developed to caution homeowners about the risks of certain refinance and equity loans. The participating community organizations distribute posters and brochures and provide a toll-free number, 800-495-2265, sponsored by the Massachusetts Division of Banks, where homeowners can get free, anonymous refinancing or foreclosure prevention advice.

Federal agencies have funded consumer education programs in Lowell including financial literacy, credit counseling, and homebuyer education that address credit problems and issues related to excessive debt. While it does not appear that there is any on-going preemptive program to educate the community about predatory lending, the City's First Time Homebuyer Program does provide information on this subject when assisting its clients. The City recognizes the importance of helping homebuyers find the best rates through reputable lending agencies to ensure lasting homeownership. In the City of Lowell Master Plan, owner occupancy is encouraged as a means to stabilize neighborhoods. Part of this recommendation is to actively work to discourage predatory lending in Lowell by supporting programs such as the "Don't Borrow Trouble" campaign.

Summary of Actions Proposed to Address Recommendation #1:

Lowell has made a commitment in its Master Plan to support anti-predatory lending programs. Public awareness and preemptive education is vital to consumers who may fall prey to unfavorable lending programs. In order to ensure the success of current efforts to discourage predatory lending, the City should continue to work with the "Don't Borrow Trouble Campaign" organizers. The City could coordinate public

service announcements and/or arrange for information to be sent to homeowners in quarterly water bills or other forms of direct contact.

Actions Taken to Address Recommendation #1 in FY 2005-06:

The City of Lowell, in conjunction with the Merrimack Valley Housing Partnership (MVHP) provides downpayment assistance and pre-purchase counseling to homebuyers through its First Time Homebuyer Program. MVHP spends a great deal of time on preemptive education and ways to identify predatory lending practices in its pre-purchase counseling sessions. While no formalized post-purchase counseling is provided through MVHP, staff is available to meet with new homeowners who have questions or concerns about their loan options.

Despite the success of the “Don’t Borrow Trouble Campaign” in Lowell in 2003, it has been difficult to sustain, according to officials at MVHP. Homebuyers working with MVHP and the City’s First Time Homebuyer Program are still directed to free, anonymous refinancing and foreclosure prevention assistance provided through the Campaign’s sponsoring agency, the Massachusetts Division of Banks. In an effort to address the recent high rate of foreclosures in the Greater Lowell area, a taskforce has been formed with members from MVHP, the City’s housing office, local lending institutions, and non-profit agencies. Emphasis is being placed on assisting minorities and non-English speaking homeowners who may be targeted by predatory lending agencies.

Future CAPERs will continue to discuss progress made on increasing predatory-lending awareness.

RECOMMENDATION #2: CONCENTRATION OF SUBSIDIZED HOUSING IN CENTRAL LOWELL

While the City has made substantial efforts in deconcentrating subsidized housing downtown, continued efforts to develop low-income housing in block groups with lower-minority concentrations is recommended. Minorities live in all neighborhoods in the City but are primarily concentrated in the lower per capita income block groups. According to the 2000 Census, minority concentrations in all areas of Lowell increased from 1990-2000, with the greatest increases occurring in the Centralville, Lower Highlands, and Highlands neighborhoods.

Summary of Actions Proposed to Address Recommendation #2:

Efforts should be focused on block groups along the City’s perimeter and in Lowell’s suburbs, which tend to have much lower minority concentrations. Because of this, activities to address this impediment require the cooperation of communities outside Lowell. While the state pressures communities to build housing for low-income residents through M.G.L. Ch 40B, additional incentives should be considered to increase the supply of housing for low-income minorities. The City’s updated Master Plan outlines recommendations to achieve this goal. Actions taken to achieve these recommendations should be monitored and reported in the City’s Consolidated Action Plan and Evaluation Report (CAPER).

Actions Taken to Address Recommendation #2 in FY 2005-06:

While surrounding communities have increased their percentage of affordable housing in the last four years, Lowell still maintains 60% of the region’s subsidized affordable housing. Tyngsborough, which has the second highest percentage of

affordable housing, at 7.3%, offers less than nearly half the number of affordable units as Lowell which maintains 13.3% of its total units as affordable.

Within the City of Lowell there are several projects in various stages of development which will provide affordable housing to low- and moderate-income households in Lowell's neighborhoods. These projects include the construction of 22 rental units at the D'Youville Senior Care Center in Lowell's Pawtucketville neighborhood, 11 of which are HOME funded. These units are expected to be completed in December of 2006 and will be restricted to elderly households. The reinvention of the former Julian D. Steele site has broken ground and expected to provide 180 units of both owner occupied and rental units in Lowell's southern census tracts. Finally, a project in South Lowell, Alternative House, Inc., which has completed the permitting stages and expected to break ground before the end of the calendar year, will provide six townhouses with 2 and 3 bedrooms for low-income households. These projects, coupled with the additional development of market rate housing in downtown Lowell, help to deconcentrate low-income housing in the City's center and ensure the availability of affordable units throughout Lowell.

RECOMMENDATION #3: LACK OF POLICY REGARDING ACCESSIBILITY/VISITABILITY

The City lacks guidelines regarding visitability/accessibility that go beyond what is required by the basic "handicapped accessibility" laws for CDBG and HOME funded residential development of more than four units. This guideline would affect new construction of private residential developments and rehabs of 4 or fewer units.

Summary of Actions Proposed to Address Recommendation #3:

There has been no progress on incorporating the concept of visitability into local policy or building requirements, since this recommendation was included in the 2001 AI. It is recommended that the City identify specific steps that the jurisdiction should take to promote the concept of visitability. The City should also create written guidelines to that incorporate the concept of visitability in all new construction or substantial rehabilitation of 1-4 unit homeownership or rental units where HOME and CDBG funds are expended.

Actions Taken to Address Recommendation #3 in FY 2005-06:

The City recognizes the advantages of incorporating the concept of visitability into building codes and construction policy, however with no control over building codes, the City is unable to make significant advancements in addressing this recommendation.

RECOMMENDATION #4: SHORTAGE OF 3 AND 4 BEDROOM AFFORDABLE RENTAL UNITS FOR FAMILIES WITH CHILDREN

A limited number of housing units with three and four bedrooms are available to families. This issue may be due, in part, to the number of University of Massachusetts, Lowell students renting large units, as identified in both the 1997 and 2001 AI. In an effort to encourage construction of off-campus higher-density student housing in locations near the University campus, the City created the Institutional zoning district (INST). The new mixed-use district is designed to capitalize on the development potential of the major institutional campuses in the City, while serving to contain the impact of these campuses in designated areas. While affordable housing developers are building housing units with more bedrooms,

a lack of policies or incentives to encourage the construction of larger homes continues to affect the limited number of units available for families.

Summary of Actions Proposed to Address Recommendation #4:

The University of Massachusetts, Lowell contributes to lessening the pressures of their students on the housing market in the neighborhoods by keeping on-campus housing costs below market levels, encouraging students to stay on campus when possible.

Several developers have expressed interest in creating student housing in the new INST zone. Although larger unit housing has been built by affordable housing developers, there are no policies or incentives proposed to encourage the building of larger affordable homes. It is recommended that the City develop policies or incentives favoring larger unit affordable developments that receive Federal, State, and/or City funds as a way to ensure that more housing is created for larger families.

Actions Taken to Address Recommendation #4 in FY 2005-06:

Two housing projects were recently completed that provide 3 and 4 bedroom units to families at affordable rents. House of Hope, Inc. created 11 units of new affordable rental housing and The East Boott Cotton Mills Limited created an additional 10 affordable rental units. Of the total 21 units created by these projects, 8 are 3-bedroom units and 2 are 4-bedroom units. These units became fully occupied in fiscal year 2005-06 and are rented to families earning 0-30% of the area's median income.

The City will continue to monitor the development of large-scale family housing for low-income households and report on progress made toward addressing this recommendation in subsequent CAPERs.

4. OBSTACLES TO MEETING UNDERSERVED NEEDS

The City of Lowell continues to support non-profit agencies, the local housing authority, homeless providers and special needs groups in their goal to meet the underserved persons of the community. The City also continues to communicate with these groups as their needs or the demand for services change over the year. The City will provide technical assistance to providers in the pursuit of federal, state, and other funding sources.

The largest single obstacle to meeting priority needs continues to be a lack of available funding. Reductions in funding at all levels of government as well as declining donations to the not-for-profit sector in recent years have severely restricted the ability of the City of Lowell and its sub-recipients to aggressively respond to underserved needs.

5. LEVERAGING RESOURCES

PROGRESS IN OBTAINING OTHER PUBLIC AND PRIVATE RESOURCES

The City of Lowell shares HUD's goals of using Consolidated Plan funds to seed programs and projects that will ultimately prove financially self-sufficient. Unfortunately, over the past five-years other Federal, state, and local public resources for most of the activities eligible for Consolidated Plan funding have been cut severely in order to reduce deficits. Private resources have been similarly limited

by reductions in corporate, foundation, and individual giving to nearly all non-profit entities during the same period. As a result, it has been nearly impossible for many organizations that address the priority needs established in the Consolidated Plan to survive without the assistance of the CDBG, HOME, ESG, and HOPWA programs.

HUD RESOURCES USED TO LEVERAGE OTHER PUBLIC AND PRIVATE RESOURCES

The funds provided through the Consolidated Plan programs during the 2005-06 program year have leveraged a substantial amount of other public and private resources despite difficult economic circumstances. These activities leveraged over \$14,000,000 in other funding, including approximately \$3,500,000 in other Federal funds, more than \$4,600,000 in State funds, and over \$6,000,000 from local and private sources.

MATCHING REQUIREMENTS

The City of Lowell complies with federal matching requirements for both HOME and ESG funds. As of July 1, 2005, Lowell maintained \$3,886,894 in excess matching funds from prior years. This reserve was more than adequate to meet the required \$215,742.12 match liability for the 2004-05 program year. Nevertheless, Lowell is reporting an additional \$238,725 in matching funds from the Massachusetts Rental Voucher program during 2005-06. The HOME Match Report, Form 40107-A, is supplied in the Appendix of this report.

Lowell complies with the ESG match requirements through the matching funds provided by subrecipients. Lowell's total ESG match liability for the 2005-06 program year was \$102,962. A total of \$4,214,118 was identified in the 2005-06 program year to support the matching requirements. More discussion about the matching funds supplied by each subrecipient and their activities is included in subsequent sections of this report.

Managing the Process

- 1. Describe actions taken during the last year to ensure compliance with program and comprehensive planning requirements.*

1. ACTIONS TAKEN TO ENSURE COMPLIANCE

The City has three staff members that assist with the oversight and compliance of Consolidated Planning projects. The project selection process for FY 2005-06 was consistent with the City's Five-Year Plan. During the selection process, activities were evaluated based on a number of criteria including consistency with the priority needs identified in the Five-Year Plan, as well as compliance with CDBG national objectives and the past performance of applicants in complying with program requirements.

Throughout the reporting period City staff monitor projects supported with federal funds to ensure compliance with the program and comprehensive planning requirements. A more thorough discussion of the City's monitoring process is included later in the report.

During the 2005-06 reporting period the City has continued efforts to improve subrecipient understanding of and compliance with federal Davis Bacon and environmental regulations. In addition to informational meetings at the beginning of the program year, ongoing technical assistance has been provided to subrecipients on an as needed basis. The City has also appointed a staff member to manage Davis Bacon compliance, including conducting employee interviews and ensuring that all required paperwork is filed according to the applicable regulations.

The City has also successfully implemented an improved environmental review process. This process has been centralized with one well-trained staff person, responsible for assessing projects subject to environmental review. New review forms and methods of documentation have been introduced in response to suggestions made by environmental officials in HUD's Boston office.

With the announcement of HUD's new performance measurement framework during the 2005-06 program year, the City has begun efforts to refine planning, project selection, contracting, reporting, and monitoring processes to streamline the implementation of the new framework as part of the 2006-07 program year. The City has been utilizing logic models which incorporate outcome measures in program planning, project applications, and contracts since 2004 and is now working to better align these efforts with HUD's national standards.

Citizen Participation

1. *Provide a summary of citizen comments.*
2. *In addition, the performance report provided to citizens must identify the Federal funds made available for furthering the objectives of the Consolidated Plan. For each formula grant program, the grantee shall identify the total amount of funds available (including estimated program income), the total amount of funds committed during the reporting period, the total amount expended during the reporting period, and the geographic distribution and location of expenditures. Jurisdictions are encouraged to include maps in describing the geographic distribution and location of investment (including areas of minority concentration). The geographic distribution and expenditure requirement may also be satisfied by specifying the census tracts where expenditures were concentrated.*

**Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.*

1. SUMMARY OF CITIZEN COMMENTS

The availability of the CAPER for FY 2005-06 was advertised in the Lowell Sun and the Boston Globe on August 29, 2006 and September 5, 2006. Public notices were also posted on the City's website as well as, in English, Spanish, Portuguese, and Khmer at the Clerk's Office in Lowell City Hall, the Division of Planning and Development, and the Pollard Memorial Library, along with copies of the draft CAPER. The fifteen-day comment period ended on September 19, 2006.

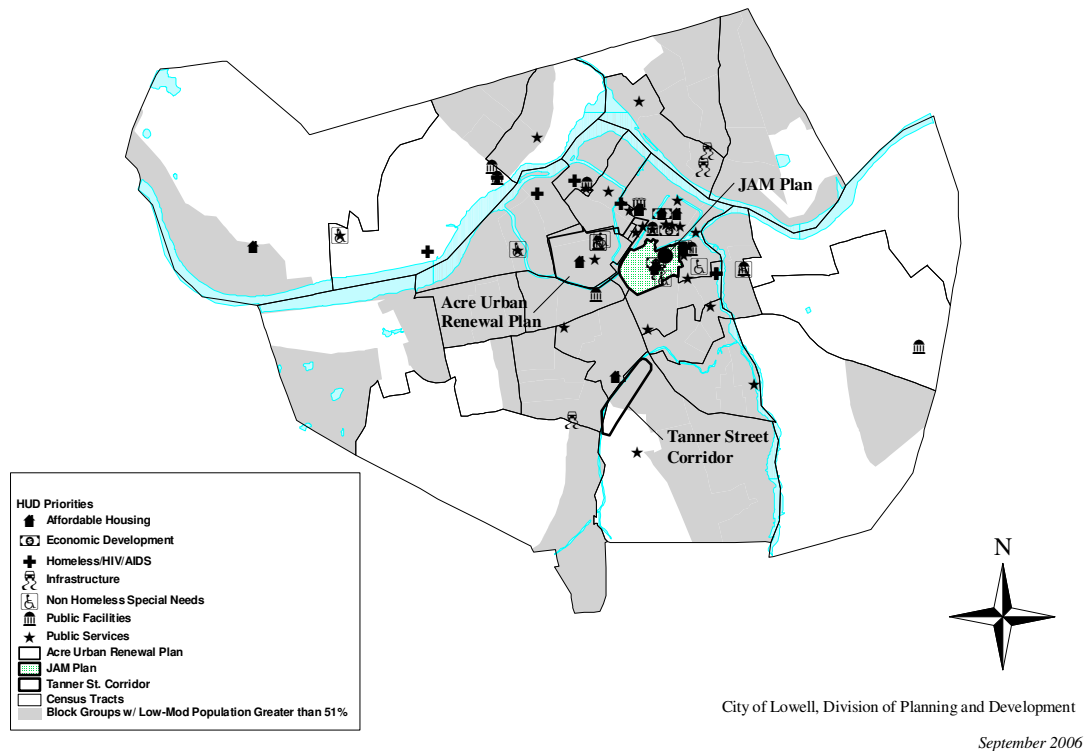
No citizen comments were received during the comment period.

2. DISTRIBUTION OF FEDERAL FUNDS AVAILABLE

Entitlement funds were distributed among Lowell Census block groups with high concentrations of low- and moderate-income households and high concentrations of minorities. As stated previously, the City of Lowell awarded Entitlement funds among eight priority needs identified in the 2005 Five Year Consolidated Plan. The distribution of funds for these goals is illustrated on the maps below.

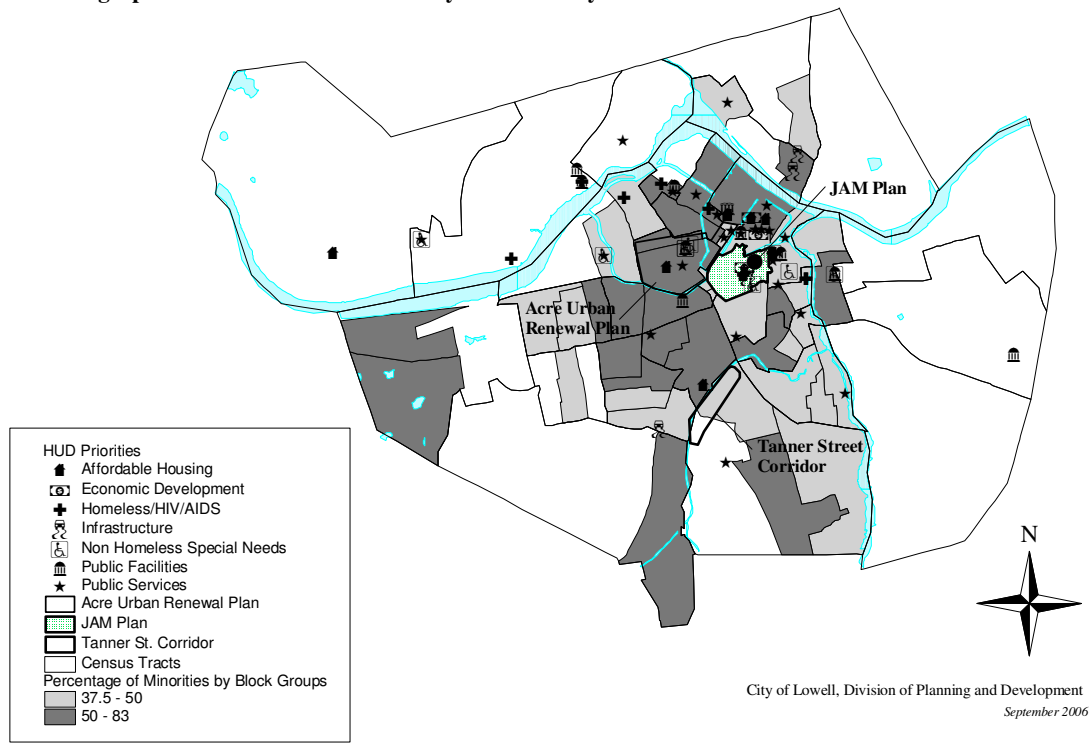
Concentration of Low-/Moderate-Income

Geographic Distribution of Activities by HUD Priority



More than half of Lowell's population has an income at or below the Area Median Income, making the entire City eligible for federally funded activities. Recognizing the need to serve its low- and moderate-income population, however, the City gives priority consideration for the use of federal funds to Census block groups with 51% or more of the population at or below the AMI. As the map above indicates these areas are located primarily in the center of the City and some outlying block groups. Projects that are located outside of these priority areas are those that provide citywide benefits.

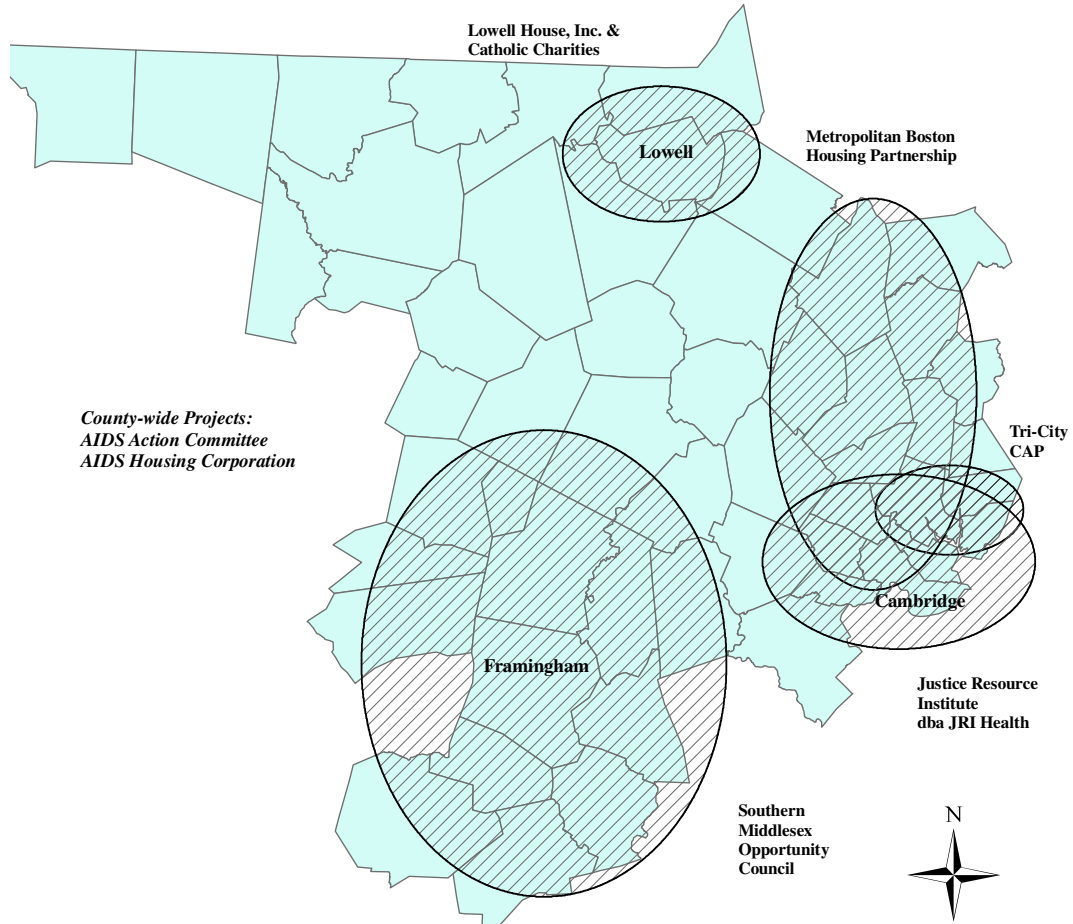
Concentration of Minority Populations
Geographic Distribution of Activities by HUD Priority



According to the 2000 Census, minorities make up 37.5% of Lowell's total population. Twenty-one block groups have a minority concentration of more than 50%. These areas are shaded in dark gray on the map above. Activities that provide services for minorities are typically located in these block groups.

HOPWA funds have been distributed across Middlesex County to the cities and towns where the needs are the greatest, and the AIDS populations are the largest. The map below shows the distribution of 2005-06 HOPWA funds. Cambridge, Lowell Malden, Medford, Everett, and Framingham, are among some of the larger communities that received HOPWA-funded services during the reporting period.

Middlesex County HOPWA Activities



City of Lowell, Division of Planning and Development

September 2006

The table below provides the location of the nine agencies that received HOPWA funds during the 2005-06 program year.

2005-06 Program Year Distribution of HOPWA Funds

Agency	Middlesex County Service Area	Zip Code	2005-2006 Expenditures
AIDS Action Committee	County-wide	02108 (Boston, MA)	\$99,965
AIDS Housing Corporation	County-wide	02116 (Boston, MA)	\$5,071
Cambridge Cares About AIDS	Cambridge area	02139 (Cambridge, MA)	\$93,100
Justice Resource Institute	County-wide (primarily Greater Boston) ¹	02116 (Boston, MA)	\$66,901
Lowell House, Inc.	Lowell area	01852 (Lowell)	\$39,000
Metropolitan Boston Housing Partnership	Southeastern Middlesex County ²	02111 (Boston, MA)	\$110,048
Merrimack Valley Catholic Charities	Lowell	01852 (Lowell)	\$65,438
Southern Middlesex Opportunity Council	Metrowest ³	01702 (Framingham, MA)	\$47,300
Tri-City Community Action Program	Malden/Medford/Everett	02148 (Malden, MA)	\$55,831

In succeeding sections of this report, the distribution of activities by funding source is discussed in more detail.

¹ Including Ashland, Framingham, Holliston, Hopkinton, Hudson, Marlborough, Maynard, Natick, Sherborn, Stow, Sudbury, Waltham, Wayland, Weston.

² Including Arlington, Bedford, Belmont, Burlington, Cambridge, Lexington, Malden, Medford, Melrose, North Reading, Reading, Stoneham, Wakefield, Watertown, Wilmington, Winchester, and Woburn.

³ Including Arlington, Cambridge, Everett, Malden, Medford, Somerville, and Watertown.

Institutional Structure

- 1. Describe actions taken during the last year to overcome gaps in institutional structures and enhance coordination.*

1. IMPROVING THE INSTITUTIONAL STRUCTURE

The City of Lowell Division of Planning and Development (DPD) acts as the primary administrative agency for the City of Lowell's Consolidated Plan programs. As part of this responsibility, the DPD consistently reviews the performance of subrecipients and monitors the overall program delivery structure to ensure coordination and compliance.

Over the past several years, Lowell has significantly improved education and outreach to subrecipients, resulting in extremely high rates of compliance with program regulations, reporting requirements, and, most significantly, efficient delivery of services and completion of programs in a time of increasingly constrained resources.

During the 2005-06 program year, two key areas were identified for further improvement to the structure for successfully accomplishing established Consolidated Plan goals and objectives. First, although no specific problems have occurred to date, DPD's existing system for monitoring expenditures of federal grant funds by other City departments did not provide adequate controls for ensuring full compliance with all applicable program regulations. Working with staff from the City Auditor's Office, the DPD has implemented a new procedure that provides an opportunity for qualified staff to review expenditures for regulatory compliance prior to payment of invoices. This procedure is similar to the one that has been successful for reviewing subrecipient invoices.

Second, the City of Lowell continues to struggle with institutionalizing a successful system for disseminating fair housing information and centralizing access to resources and information regarding fair housing for the general public. Prior efforts to implement fair housing programs through a City staff person were unsuccessful, due in part to perceptions that "City Hall" might not be sympathetic to residents' fair housing concerns. As a result, the City partnered with a not-for-profit multi-service agency in Lowell to create a resource center and provide fair housing information and referral services. Unfortunately, despite two years of attempts at implementation, this model has not resulted in any significant measurable accomplishments. As a result, funds were not provided in the 2006-07 Annual Action Plan for the continuation of that program. The City has begun exploring new alternatives during the 2006-07 program year to address this gap in future years, including a potential partnership with the Fair Housing Center of Greater Boston.

Monitoring

1. *Describe how and the frequency with which you monitored your activities.*
2. *Describe the results of your monitoring including any improvements.*
3. *Self Evaluation*
 - a. *Describe the effect programs have in solving neighborhood and community problems.*
 - b. *Describe progress in meeting priority needs and specific objectives and help make community's vision of the future a reality.*
 - c. *Describe how you provided decent housing and a suitable living environment and expanded economic opportunity principally for low and moderate-income persons.*
 - d. *Indicate any activities falling behind schedule.*
 - e. *Describe how activities and strategies made an impact on identified needs.*
 - f. *Identify indicators that would best describe the results.*
 - g. *Identify barriers that had a negative impact on fulfilling the strategies and overall vision.*
 - h. *Identify whether major goals are on target and discuss reasons for those that are not on target.*
 - i. *Identify any adjustments or improvements to strategies and activities that might meet your needs more effectively.*

1. MONITORING ACTIVITY

SUBRECIPIENT ACTIVITIES

During the 2005-06 program year, DPD visited sub-recipients to monitor progress and compliance with City and Federal regulations. Emphasis was placed on visits to sub-recipients who were new to the process to provide technical assistance and guidance. During the visits, a thorough review of the sub-recipients' files was conducted to ensure compliance with all regulations governing their administrative, financial and programmatic operations. Progress toward meeting proposed performance objectives outlined in the grant agreement was also reviewed.

At the end of each visit, the monitor discussed the tentative conclusions from the review to establish a clear understanding between the monitor and sub-recipient, of the areas of disagreement and agreement regarding the monitoring results.

Once the on-site visits were complete, the monitor prepared a formal written letter describing the results of the visit, providing recognition of the sub-recipient's strengths and weaknesses. A clear written record, which includes the completed monitoring checklist and the follow up letter, is kept on file with the sub-recipient's grant agreement and monthly reports.

If a sub-recipient is experiencing problems or is failing to comply with regulations, these issues are specifically outlined in the monitoring follow-up letter, along with recommendations or requirements to address and rectify the problems. If a *concern* is issued for noncompliance with Federal rules and regulations, the monitoring follow-up letter provides recommendations on how the situation can be remedied, but no additional action is required. If a *finding* is issued, the monitoring follow-up

letter identifies a deadline for when the specific issues must be corrected. The monitor then follows up with the organization to make sure the corrections have been made.

ECONOMIC DEVELOPMENT ACTIVITIES

Also during the 2005-06 program year, the Economic Development (ED) staff conducted a series of monitoring visits to businesses that received loans or grants through the various ED programs. These loan/grant programs were created to assist businesses located within the Renewal Community (RC) area to generate and retain permanent full-time jobs. Over 51% of the jobs involve the employment of low-and-moderate-income people. For every loan or grant in the amount of \$35,000 awarded to a business, one full-time job must be created or retained as set forth in 24 CFR 570.209(b)(1)(ii). The ED staff visited each of the businesses within one year to six months of one year after receiving assistance to verify job creation through employment records. A "Self Declaration of Income Report" was filled out by the employee for each job being created or retained.

For businesses that received a small grant, of up to \$5,000 through the Technical Assistance Program (TAP), an ED staff member and one staff member from the Lowell Small Business Assistance Center (SBAC) conducted a site visit. This site visit was recorded into a full monitoring report and pictures were taken on site and filed appropriately. The purpose of this report is to help measure and document the growth and improvement of each business that received a grant.

Each of the businesses receiving financial assistance through the various ED program is eligible for free periodic technical assistance through the SBAC. Business owners are also encouraged to sign up for the Center's "Right Start" training program to learn basic skills on bookkeeping, marketing, taxation, financing and business law.

2. RESULTS OF MONITORING

SUBRECIPIENT ACTIVITIES

The City of Lowell did not issue any "concerns" or "findings" during the FY2005-06 monitoring process. An ongoing problem identified by the majority of sub-recipients is the difficulty in gathering income information from their clients.

To assist with this problem, the City revised its income reporting forms to make them more "user friendly." In addition, the City prepared a statement explaining the purpose and use of the income information that could be attached to the sub-recipients' reporting forms. This statement is translated into Khmer, Portuguese, and Spanish, and has helped sub-recipients to ensure that their programs are assisting income-eligible households.

ECONOMIC DEVELOPMENT ACTIVITIES

During the 2005-06 reporting period, two economic development activities failed to report job creation/retention information. Further steps, including legal action, have been taken to recapture CDBG funds from these businesses.

Overall, Financial assistance through Lowell's economic development programs has been crucial to the assisted businesses. All of the businesses assisted through the Downtown Venture Fund were startups and the majority of them were risky

ventures, i.e. restaurants that could never obtain financial assistance through traditional lending. The TAP grant program has been crucial to helping small businesses remain competitive. The majority of small businesses assisted under this program are minority and women-owned businesses thriving in Lowell's low-income neighborhoods.

The Economic Development Office should continue its efforts on building strong partnerships between the local Workforce Investment Board, the Lowell Career Center, and the Lowell Small Business Assistance Center to provide basic work skills and training opportunities to our local labor force, in particular to long-term unemployed individuals and minority groups.

It is still challenging for minority-owned businesses that serve both English and non-English speaking customers to find bilingual counter help. An overall lack of English skills continues to be an obstacle to better job placement throughout the low-moderate income population within Lowell.

3. SELF EVALUATION

IMPACT ON OVERALL PROGRAM GOALS AND PRIORITY NEEDS

Consolidated Plan program funding continues to play a vital role in ensuring the sustainability and operation of numerous programs and activities that have had a beneficial impact on Lowell's neighborhoods and social problems. CDBG funding has brought new parks and play structures, intersection improvements, and other new infrastructure to low-income neighborhoods, enhancing the overall quality of life in these areas. HOME and CDBG funds have been used along with other sources to improve substandard housing, create new affordable housing, and delead older structures occupied by low and moderate income residents. CDBG, ESG, and HOPWA funds have been vital to providing services for Lowell's most vulnerable populations including job training and placement, food banks, homeless shelters, programs for at-risk youth, and activities for seniors. Most of these programs and projects would not be possible without the assistance of Consolidated Plan funds.

The specific activities undertaken during the 2005-06 program year that address the needs identified as "medium" or "high" priorities in the 2005-2010 Consolidated Plan are outlined below. Many activities address multiple high priority needs and some are still ongoing.

Homeless/HIV/AIDS

Increase the number of homeless persons moving into permanent housing

- Alternative House, Inc. – Permanent Housing
- Middlesex Shelter, Inc. – Permanent Housing
- Middlesex North Resource Center – Predevelopment Funds

End Chronic Homelessness

- Alternative House, Inc. – Operating Expenses
- Community Teamwork, Inc. – Milly's Place/Merrimack House
- Community Teamwork, Inc. – 767 Merrimack St.
- House of Hope, inc. – Operating Expenses
- Justice Resource Institute/GRIP
- Lowell Transitional Living Center – Meals Program

- Lowell Transitional Living Center – Detox Program
- Merrimack Valley Catholic Charities – Brigid’s Crossing

Provide housing and supportive services for person with HIV/AIDS and their families

- AIDS Action Committee – Rental Assistance
- Cambridge Cares About AIDS – Ruah House
- Cambridge Cares About AIDS – YMCA/SRO Program
- Justice Resource Institute – TBRA Program
- Justice Resource Institute – Supportive Services
- Lowell House, Inc. – Supportive Services
- Merrimack Valley Catholic Charities – Outreach
- Merrimack Valley Catholic Charities – Julie House
- Metropolitan Boston Housing Partnership – Rental Assistance
- South Middlesex Opportunity Council – Housing Search and Placement
- Tri-City Community Action Program – TBRA Program

Nonhomeless Special Needs

Increase range of housing options and related services for persons with special needs

- Christmas in April – Rebuilding Day
- Community Family, Inc. – Alzheimer’s Adult Day Care Center
- Community Teamwork, Inc. – Advocacy Corps for Elders
- Kids in Disability Sports, Inc.
- Lowell Association for the Blind
- Lifelinks, Inc. – Independent Living Seminar
- Lifelinks, Inc. – Urban Youth Employment
- Lowell Council on Aging – Recreation/Nutrition Program
- Lowell Council on Aging – Outreach
- Mental Health Association of Greater Lowell – Bilingual Advocates Program
- Merrimack Valley Food Bank – Mobile Food Pantry
- Retarded Adult Rehabilitation Association – Services
- Retarded Adult Rehabilitation Association – Center Floor Replacement
- Salvation Army – Sage Senior Center

Rental Housing

Increase the supply of affordable rental housing

- City of Lowell, DPD – Acre Plan
- D’Youville Senior Care Center, Inc.
- East Boott Cotton Mills, Inc. – Redevelopment
- Middlesex North Resource Center – Predevelopment Funds
- Middlesex Shelter, Inc.

Improve the quality of affordable rental housing

- City of Lowell, DPD – Housing Rehab Program
- City of Lowell, DPD – Lead Abatement Program
- City of Lowell, Health Dept. – Sanitary Code Enforcement

Owner-Occupied Housing

Increase the availability of affordable owner housing

- Alternative House, Inc.

- City of Lowell, DPD – Acre Plan
- City of Lowell, DPD – HOMEWORKS Program

Improve the quality of owner housing

- City of Lowell, DPD – Emergency Housing Repair Program
- City of Lowell, DPD – Housing Rehab Program
- City of Lowell, DPD – Lead Abatement Program

Improve access to affordable owner housing

- City of Lowell, DPD – First Time Homebuyer Program

Public Facilities

Improve quality/increase quantity of neighborhood facilities serving LMI persons

- Centralville Neighborhood Action Group
- City of Lowell, DPD – Graffiti Removal Program
- City of Lowell, DPD – Cawley Stadium Improvements
- City of Lowell, DPD – HOMEWORKS Program/Creation of Passive Park
- Lowell Parks and Conservation Trust – Urban Forestry Program
- Retarded Adult Rehabilitative Association – Center Floor Replacement
- Revolving Museum – Facility Improvements

Improve quality/increase quantity of facilities that benefit LMI teens and youth

- Boys and Girls Club of Greater Lowell – Safety/Security Project
- JRI/GRIP – Facility Expansion
- PYO/St. Jean D’Arc – Youth Sports
- United Teen Equality Center – Building Acquisition

Improve quality/increase quantity of facilities that benefit seniors and the elderly

- Lowell Council on Aging – Senior Center Lease

Infrastructure

Improve quality/increase quantity of public improvements that benefit LMI persons

- City of Lowell, DNS – West Third St. Car Condos
- City of Lowell, DPD – Intersection Improvements
- City of Lowell, DPD – Moulton Square Traffic Improvements
- City of Lowell, DPD – Pedestrian Signals for the Blind
- City of Lowell, DPW – Streets/Sidewalks Reconstruction

Economic Development

Improve economic opportunities for LMI persons

- Acre Family Day Care
- City of Lowell, DPD – Small Business Loan Program
- City of Lowell, DPD – Renewal Community Program
- City of Lowell, DPD – Tanner St. Initiative
- Community Teamwork, Inc. – Lowell Small Business Assistance Center

Support the implementation of the JAM Urban Renewal Plan

- City of Lowell, DPD – Demolition Program (Freudenberg)
- City of Lowell, DPD – Jam Urban Renewal Plan Phase I

Remediate and redevelop brownfields

- City of Lowell, DPD – Tanner St. Initiative

Public Services

Improve services for LMI persons

- Angkor Dance Troupe
- Asian Task Force Against Domestic Violence
- Central Food Ministry
- Community Teamwork, Inc. – Fair Housing Coordinator
- Community Teamwork, Inc. – Suitability
- Hunger Homeless Commission – Emergency Motel Stay
- Hunger Homeless Commission – Lowell Wish Project
- Mass. Alliance of Portuguese Speakers – Immigrant Social Services
- Merrimack Valley Catholic Charities – Food Pantry
- Merrimack Valley Food Bank
- One Lowell Coalition
- Open Pantry of Greater Lowell
- Rape Crisis Services
- Southeast Asian Bilingual Advocates
- St. Julie Asian Center – Family Literacy Program

Improve services for LMI youth and teens

- Big Brother/Big Sister – One on One Mentoring
- Girls, Inc. – Youth Enrichment
- Greater Lowell Family YMCA – Camp Massapoag
- Highland Travel Basketball
- JRI/GRIP – Real Life Coach
- Kids in Disability Sports
- Lowell Community Health Center – Teen Coalition
- Lowell Housing Authority – Youth Sports Program
- Middlesex Community College – Out of School Youth
- Revolving Museum – Teen Arts Group
- Spindle City Corps – Youth Program
- UTEC – Cultural Arts Program
- UTEC – Youth-led Microenterprises
- UMass Lowell – National Youth Sports Program
- West End Gym – Youth Boxing
- YWCA – Youth Center Enrichment Activities

Improve services for seniors and the elderly

- Community Family, Inc. – Alzheimer's Adult Day Care Center
- Community Teamwork, Inc. – Advocacy Corps for Elders
- Lowell Council on Aging – Recreation/Nutrition Program
- Lowell Council on Aging – Outreach
- Salvation Army – Sage Senior Center

Improve services for disabled adults

- Lifelinks, Inc. – Independent Living Seminar
- Lowell Association for the Blind
- Mental Health Association of Greater Lowell – Bilingual Advocates
- Retarded Adult Rehabilitative Association

ACTIVITIES FALLING BEHIND SCHEDULE

Although funding has been committed but not yet spent on several activities, most of these are long-term, larger-scale capital projects which often are impossible to complete in a single year. Many require extended periods to assemble the required funding from complicated financing programs and plans, often depending on Consolidated Plan funds as a seed grant that will leverage many other sources. Others are simply dependent on seasonal construction activity or involve multi-year schedules for completion.

The following projects are related to long-term economic development and public infrastructure activities that are underway and will be completed in future program years. Accomplishments for these activities will be reported in subsequent CAPERs.

Activity	Original Funding Date
City of Lowell, DPD - Intersection Improvements	2002-2003
City of Lowell, DPD - JAM Urban Renewal Plan	2001-2002
City of Lowell, DPD - Middlesex St. Roadway (JAM)	2005-2006
City of Lowell, DPD - Renewal Community	2003-2004

The following are activities which will result in the production of new or rehabilitated housing units available to low- and moderate-income households. These multi-year projects were still in various stages of development at the time of this report. Accomplishments from these projects will be reported in future CAPERs.

Activity	Original Funding Date
Alternative House, Inc. - Permanent Housing	2005-2006
City of Lowell, DPD - Acre Urban Revitalization Plan	2001-2002
City of Lowell, DPD - HOMEWORKS Program	2005-2006
D'Youville Senior Care Center	2003-2004
Middlesex North Resource Council - Predevelopment Costs	2004-2005

The following projects are still underway and will result in new or improved public facilities operated by local non-profit agencies. Completion of these activities will be reported in future CAPERs.

Activity	Original Funding Date
United Teen Equality Center - Building Acquisition/Rehab	2003-2004
JRI/GRIP - Facility Expansion	2004-2005
Lowell Community Health Center	2004-2005
Retarded Adult Rehabilitation Association - Center Floor Replacement	2005-2006

The following projects have been delayed in their implementation. The City anticipates reporting expenditures in the 2006-07 CAPER.

Activity	Original Funding Date
Architectural Heritage Foundation	2004-2005
Cambodian Mutual Assistance Association – Feasibility Study	2005-2006
City of Lowell, Dept. of Parks & Rec. - Fayette St. Park	2005-2006
Mack Building ADA Compliance	2003-2004

BARRIERS

Unfortunately the Consolidated Plan funding is limited. Particularly in a fiscal climate of dwindling resources at all levels of government and in the not-for-profit sector, it is nearly impossible to completely “solve” many of the problems that plague low- and moderate-income populations and neighborhoods. While the lives of many individual assisted residents have been improved, some dramatically, new immigrant populations and others frequently replace them with similar economic and social challenges. As housing and infrastructure are improved in one area, benefiting many area residents, particularly long-time low-income homeowners, increasing property values and rents force others to move to other housing or neighborhoods with similar challenges to solve. Extremely limited economic development funds are clearly beneficial to the assisted businesses and their employees, but have minimal impact on far larger economic forces at play in the region and the world.

POTENTIAL ADJUSTMENTS AND IMPROVEMENTS

The City of Lowell awards Consolidated Plan funds annually through an open proposal process. Staff from the Division of Planning and Development (DPD) provide technical assistance to a volunteer Citizens Advisory Committee that recommends which activities should receive funding each year. The technical assistance includes information about accomplishments, timeliness, compliance, and effectiveness of the applicant agencies in their current and past activities. Those that are found to be most effective tend to be rewarded with new funding and funding is reduced or eliminated for activities and agencies which prove least effective.

One issue in recent years has been the lack of available and effective Community Housing Development Organizations (CHDOs) in Lowell. As a result, the DPD has worked with several community agencies to develop their capacity and certify them as new CHDOs. Many of these organizations have long histories of success in related ventures but less experience with direct housing development. During the 2004-05 program year, the Lowell Transitional Living Center was certified as a CHDO and completed their first permanent housing development during the 05-06 program year. Alternative House was also certified as a CHDO in 2004-05 and they received HOME funds in the 2005-06 program year to complete owner-occupied housing for low- and moderate-income households. Common Ground Development, affiliated with Community Teamwork, Inc. was recently certified as a CHDO and will use FY 2006-07 funds to develop two affordable housing projects. Several additional agencies, including Pathfinder, House of Hope, and the Coalition for a Better Acre, are also at various stages in the process of being certified as CHDOs. This effort is resulting in improved affordable housing production and delivery by the private not-for-profit sector in Lowell.

Lead-based Paint

1. *Describe actions taken during the last year to evaluate and reduce lead-based paint hazards.*

1. ACTIONS TAKEN TO REDUCE LEAD-BASED PAINT HAZARDS

The Lowell Lead Abatement Program (LLAP) was awarded a 3-year, \$3 million grant by the U.S. Department of Housing and Development's Office of Healthy Homes and Lead Hazard Control on November 1, 2005. Grant funds were available in late January to qualified owners in the Merrimack Valley. The Grant allows Lowell to offer low-income owners and owners that rent to low-income tenants an outright grant of \$10,000 for single family properties and \$8,000/unit for multi-family properties. In exchange for grant funds, a three-year affordability restriction is placed on the property.

During the six-month gap between grants, the LLAP relied on FY05-06 CDBG and HOME funds to address lead hazards. The Lead Abatement program received \$50,000 in CDBG funds and \$75,000 in HOME funds for FY 2005-06 in addition to unspent funds from the 2004-05 program year. Upon the grant award, the Program began combining grants with the aforementioned funds. CDBG and HOME loans were offered to supplement the gap between the grant and total project costs. The LLAP uses a portion of the grant, CDBG and HOME funds for admin and project delivery respectively.

A total of 8 properties, representing 12 units were assisted with FY05-06 funds. Of those 12 units, 5 were assisted with CDBG funds, totaling \$58,523 and 7 with HOME, totaling \$158,432.83. As of June 30, 2006 eight units were complete. It is estimated the remaining four units shall be complete by September 30, 2006.

The Lead Abatement program deleaded 8 housing units during the reporting period. As a result, fewer children are exposed to lead hazards. The table below details the types of households assisted with the program.

FY 2005-06 Lead Abatement Projects

Unit Type	% Median Income	Female Head of Household	Race/Ethnicity
Owner-occupied	51-80		Asian
Rental	51-80		Other
Rental	31-50	x	Asian
Rental	31-50		Other
Rental	31-50		Other
Owner-occupied	31-50		Asian
Owner-occupied	51-60		White
Owner-occupied	51-60	x	Asian

Source: City of Lowell, DPD Lead Abatement Program

HOUSING

Housing Needs

*Please also refer to the Housing Needs Table in the Needs.xls workbook.

1. *Describe Actions taken during the last year to foster and maintain affordable housing.*

1. FOSTERING AND MAINTAINING AFFORDABLE HOUSING

As discussed in previous sections, the City spent \$2,262,968 (48% of all federal funds) on affordable housing activities in the 2005-06 program year. The following activities helped to foster and maintain quality affordable housing in Lowell and Middlesex County:

- AIDS Action Committee – Emergency Rental Assistance
- Cambridge Cares About AIDS – YMCA/SRO Program
- Christmas in April
- City of Lowell, DPD – Acre Plan
- City of Lowell DPD – Emergency Housing Rehab
- City of Lowell, DPD – First Time Homebuyer Program
- City of Lowell DPD – Homework Program
- City of Lowell DPD – Housing Rehab Program
- City of Lowell DPD – Lead Abatement Program
- City of Lowell Health Dept. – Health Inspectors/Sanitary Code Enforcement
- Community Teamwork Inc. – Energy Efficiency Improvements
- D’Youville Senior Care Center, Inc. – Facility Improvements
- East Boott Cotton Mills Redevelopment
- Metro Boston Housing Partnership – TBRA
- Middlesex North Resource Center – Pathfinder Apartments
- Middlesex Shelter, Inc. – Permanent Housing

Although many of these activities are ongoing multi-year projects, in the 2005-06 program year alone, they resulted in the following accomplishments.

Accomplishment Unit of Measure	2005-06 Program Year Accomplishments
Rental Housing Subsidies	35
Construction of New Affordable Housing	22
Direct Homeownership Assistance	21
Housing Units Rehabilitated	23
Lead-Based /Bead Hazard Test/Abatement	8
Health Code Enforcement (Units Inspected)	2,583

In order to foster housing affordability and assist households to maintain quality energy efficient housing, the City adopted HUD’s policy requiring energy star specifications for new construction and substantial rehabilitation projects. Additionally, in instances where Consolidated Plan funds are used to assist

homeowners with minor rehab work that may not meet energy star qualifications, the City encourages the purchase of energy star appliances. During the 2005-06 reporting period there were three HOME funded housing projects that include units that met or will meet the energy star certification upon completion. These units are included in the table below.

Activity	Address	Unit Type	Number of Units
Acre Urban Renewal Plan	205 Worthen St.	Condominium	3 Units
Acre Urban Renewal Plan	172 Lakeview Ave.	Condominium	3 Units
HOMEWORKS Program	51 Leverett St.	Condominium	2 Units

Source: City of Lowell, DPD Housing Program

Specific Housing Objectives

1. Evaluate progress in meeting specific objective of providing affordable housing, including the number of extremely low-income, low-income, and moderate-income renter and owner households comparing actual accomplishments with proposed goals during the reporting period.
2. Evaluate progress in providing affordable housing that meets the Section 215 definition of affordable housing for rental and owner households comparing actual accomplishments with proposed goals during the reporting period.
3. Describe efforts to address "worst-case" housing needs and housing needs of persons with disabilities.

1. MEETING SPECIFIC AFFORDABLE HOUSING OBJECTIVES

Based on the beneficiary information provided in IDIS Reports, 12 households benefited from CDBG-funded activities, while HOME funds were distributed to projects assisting 45 households. This information is provided in the tables below, along with a breakdown of the income levels of those served during the reporting period.

CDBG Activities: Income Distribution of Affordable Housing Beneficiaries

Activity	Total Housing Units Served	Income Level	
		Low	Very Low
Christmas in April	8	6	2
City of Lowell, Emergency Housing Rehab	3	2	1
City of Lowell, Housing Rehab	1	0	1
Total	12	8	4

Source: PR03 IDIS Report, 8/22/06

The majority of the households served during 05-06 reported income levels between 30% and 50% of the area median income. Along with these accomplishments, more than 2,500 housing units were assisted through health code inspections and an additional 56 people were assisted through the Fair Housing/Consumer Education Program run by Community Teamwork, Inc. Further discussion about these housing activities and their accomplishments is provided in the Community Development portion of this report.

HOME Activities: Income Distribution of Affordable Housing Beneficiaries

Activity Type	0-30% AMI	31-50% AMI	51-60% AMI	61-80% AMI	Reported as Vacant	Total Occupied Units
Rentals	12	2	0	0	11*	14
First Time Homebuyers	0	5	1	15	0	21
Existing Homeowners	1	1	6	2	0	10
Total	13	8	7	17	11	45

Source: DPD Housing Office monitoring data and IDIS.

* Beneficiary information for vacant units will be provide in subsequent CAPERs.

The HOME section of this report offers more information on these activities and how they met their proposed goals during the reporting period.

In addressing priority housing needs in the City of Lowell it is crucial to highlight an action that is a driving factor in the City's efforts to provide safe, clean and affordable housing for those in need. The Lowell Housing Authority, with approval from the State Legislature, is replacing the 224-unit Julian D. Steele state-funded public housing project with a new neighborhood consisting of 180 mixed income units. As a partner in this effort, the City of Lowell has committed to using a combination of Consolidated Plan funds, Low Income Housing Tax Credits, project-based subsidies, and private funding to create 220 units of affordable housing scattered throughout the City and referred to as "Replication Units." These projects will consist of substantial rehabilitation and high quality new construction, subject to the City's policy of utilizing Energy Star standards for all the new and rehabbed units.

The following table outlines the City's progress to date in completing the Replication Plan.

Affordable to Households at or Below 50% AMI for 30 Years	
Completed	98
Under Construction/Permitting	6
Sites Selected/Out to Bid	0
Affordable to Households at or Below 50% AMI for 15 Years	
Completed	15
Under Construction/Permitting	0
Sites Selected/Out to Bid	0
Affordable to Households at or Below 80% AMI for 30 Years	
Completed	104
Under Construction/Permitting	7
Sites Selected/Out to Bid	0
Affordable to Households at or Below 80% AMI for 15 Years	
Completed	14
Under Construction/Permitting	0
Sites Selected/Out to Bid	0

2. SECTION 215 AFFORDABLE HOUSING

The following housing projects resulted in new affordable units, completed in the 2005-06 program year, that meet the Section 215 definition of affordable housing:

- City of Lowell, DPD – First Time Homebuyer Program (21 recipients)
- East Boott Cotton Mills – Redevelopment (11 Units)
- Middlesex St. Shelter, Inc./LTLC – Permanent Housing (11 Units)

Similarly, ongoing projects which will result in new affordable housing units will also meet the Section 215 definition of affordable housing, including the following:

- Alternative House, Inc. – Permanent Housing
- City of Lowell, DPD - Acre Plan, Rock Street & Worthen Street
- City of Lowell, DPD – Acre Plan, Lakeview Ave
- City of Lowell, DPD – HOMEWORKS Program, Leverett Street
- Middlesex North Resource Center/Pathfinder – Predevelopment Costs

3. "WORST-CASE" AND DISABLED HOUSING

Many of the projects assisted by the City of Lowell during the 2005-06 program year incorporate housing that is accessible for persons with disabilities or severe housing needs including the following:

Housing Assistance for Persons with HIV/AIDS

- AIDS Action Committee – Emergency Rental Assistance
- Cambridge Cares About AIDS – YMCA/SRO Program
- Metro Boston Housing Partnership – TBRA

Permanent Housing for the Homeless

- Alternative House – Housing for Survivors of Domestic Violence
- Middlesex Shelter, Inc. – Permanent Housing
- Middlesex North Resource Center/Pathfinder – Predevelopment Costs

Housing Projects Include Handicapped Accessible Housing Units

- D'Youville Senior Care Center, Inc. – Facility Improvements
- East Boott Cotton Mills Redevelopment

Public Housing Strategy

1. *Describe actions taken during the last year to improve public housing and resident initiatives.*

1. PUBLIC HOUSING AND RESIDENT INITIATIVES

The following summarizes improvements in public housing programs initiated during the reporting period.

- Rental Integrity Monitoring System: The Lowell Housing Authority took steps to ensure compliance with RIM Review Audits. Interim and recertification processes were revised for public housing programs and LHA staff received training and information on verification, documentation, and quality control. These steps will help reduce findings in future RIM reviews.
- Low Rent Public Housing Program: LHA implemented site based waiting lists for all Federal Public Housing Developments. This streamlined process allows applicants to choose developments that best suit their needs and has improved the screening procedures for applicants of public housing programs, as well as ensured vacant units are filled quickly. Occupancy levels remain at 99% and tenant receivables continue to be kept at a minimum.
- Section 8 Housing Choice Voucher Program: The Division of Public and Leased Housing Programs maintained a 98% occupancy rate for the Section 8 Program. Four homeowners took advantage of the program to assist with their mortgage payments and to date have been very successful in managing their mortgage and other debt. Twelve vouchers were offered to the Lowell Transitional Living Center for SRO units. The establishment of this project-based contract will ensure that twelve disabled individuals, with very limited income, will be afforded a supportive permanent housing opportunity.

The Lowell Housing Authority continues to offer programs and activities which help improve the living environment for low- and moderate-income families living in public housing. These activities are summarized below:

- Resident Orientation Committee: In response to requests from resident organizations wanting to participate in orienting new tenants, the LHA established a volunteer resident orientation committee. The role of the committee is to welcome and advise new residents of the rules, procedures, neighborhood activities and available services for families and the elderly relevant to their development.
- Drug Elimination Program: The LHA continued to implement a drug elimination program with funding from the operating budget. These funds provide dispatch services for both family and elderly developments. "Family Parenting Program," a family support program was provided at the North Common Village and George W. Flanagan Developments, providing substance abuse prevention services. The

youth recreation program offers activities, which help prevent drug abuse among LHA youth. Together these programs have been successful in reaching residents in need and in enhancing the overall security and safety at the housing authority sites.

- ROSS Program: Supportive services were provided through LHA, which encourage elderly/disabled residents to participate in social activities including on-site cafes, health screenings, field trips, and educational programs, improving their overall life experiences. Funding for this program was originally provided for a three-year term. The grant was renewed in January 2006 and will increase services to victims of domestic violence, individuals with drug and/or alcohol abuse, and the un-insured/under-insured.

In an effort to address the needs of public housing residents, the Lowell Housing Authority offers its tenants opportunities to become involved in LHA management and policy implementation. LHA also provides a variety of activities aimed at self-sufficiency and homeownership among its residents. These programs are described below:

- Tenant Advisory: Each public housing development within the LHA jurisdiction has a Tenant Council. In drafting the Five Year Plan and First Annual Plan in 2000, representatives from each council, along with voucher recipients, were invited to join a Resident Advisory Board, whose chief role was to provide assistance to the Housing Authority in evaluating agency plans and policies.
- Community Service Requirements: A requirement of the residential lease signed by all public housing residents of LHA is to participate in the Community Service Program. As part of the program, non-exempt residents are mandated to contribute eight hours per month of community service, participate in eight hours per month of economic self-sufficiency activity, or a combination of the two.
- Family Self-Sufficiency Program: The Family Self-Sufficiency Program is designed to foster a holistic approach to self-sufficiency. The FSS Section 8 program recently expanded to include 43 participants and in the past two years four graduates of the FSS program have utilized the program to purchase homes. Other services provided through the program include: resume development and interviewing techniques, computer training, day care placements, First Time Homebuyers Program, and credit repair/credit establishment.

Barriers to Affordable Housing

1. *Describe actions taken during the last year to eliminate barriers to affordable housing.*

1. ELIMINATION OF BARRIERS TO AFFORDABLE HOUSING

In December of 2004, the Lowell City Council adopted a comprehensive reform of the City's zoning regulations, consistent with the 2003 Master Plan.

Under the new zoning, over thirty-eight percent (38%) of the City's land area is zoned to allow multi-family development in residential or mixed-use zoning districts. The City allows significant density in these zones as described below. Even the most restrictive single-family zone allows more than four units per acre. In addition, the City's Zoning Ordinance allows for accessory dwelling units in single-family zoned areas and encourages the conversion of existing buildings including schools, churches, and obsolete industrial buildings, to multi-family residential uses, even when those buildings are located in single-family zoning districts. In certain urban mixed-use zoning districts required parking is limited to one space per unit, and a by-right waiver for all required parking is provided if the project site is within 1500 feet of a public parking structure.

Maximum Allowable Residential Densities in Lowell Zoning Districts

Zoning District(s)	Proportion of Land Area	Units per Acre
Suburban Multifamily (SMF), Suburban Mixed Use (SMU), & Traditional Two-Family (TTF)	18%	14.5
Traditional Multifamily (TMF), Traditional Mixed Use (TMU), & Neighborhood Business (NB)	9%	11
Urban Multifamily (UMF) & Urban Mixed Use (UMU)	3%	43.5
Downtown Mixed Use (DMU), High Rise Commercial (HRC), and Institutional (INST)	8%	60-120*

*Limited only by floor area ratios.

Source: City of Lowell Zoning Code

The Lowell City Council is currently considering adopting a zoning ordinance that would allow for accessory dwelling units in all single-family zoning districts citywide.

Lowell's permit fees and development review process are also some of the least burdensome in the region. The City does not charge development impact fees or technical review fees that are permitted under Massachusetts General Law and places no special permitting reviews on affordable housing projects that would not be required of all developments.

Unfortunately, the costs to construct or obtain housing in Eastern Massachusetts remain among the highest in the nation, severely limiting the affordability of housing throughout the region, including in Lowell. Despite these constraints, the City has produced 70 additional units of affordable housing in the past year and now maintains 13.3% of its housing stock as affordable, a substantially greater percentage than in the surrounding suburban communities, where regulatory and project review barriers as well as public unease about affordable housing are more substantial challenges. Most of the new affordable housing production in Lowell's neighboring communities has been developed as a result of Chapter 40B of the

Massachusetts General Laws, which allows affordable housing developers to bypass local regulations if the communities maintain less than 10% of their housing stock as affordable.

The City of Lowell shares the Commonwealth of Massachusetts' goal that all municipalities should maintain at least 10% of their housing stock as affordable to residents earning 80% or less of the Area Median Income. The table below outlines the relative proportions of affordable housing in the municipalities in the Greater Lowell area. As the table illustrates, Lowell maintains 60% of the region's subsidized affordable housing.

Affordable Housing in Greater Lowell Area

Municipality	Total Housing Units	Affordable Housing Units	Change 2005-2006	Proportion of Affordable Housing
Lowell	39,381	5,244	+70	13.3%
Billerica	13,055	796	+190	6.1%
Chelmsford	12,981	751	+24	5.8%
Dracut	10,597	586	+29	5.5%
Dunstable	933	30	+30	3.2%
Groton	3,339	182	0	5.5%
Pepperell	3,905	122	+5	3.1%
Tewksbury	10,125	498	+49	4.9%
Tyngsboro	3,784	276	+16	7.3%
Westford	6,877	244	+96	3.5%

Source: Massachusetts Department of Housing and Community Development, June 2006

During the 2004 calendar year (the most recent year that complete information is available), the City of Lowell issued building permits for 539 units of new housing. Of these, 497 were in multi-family or two-family buildings. Even with recent increased in interest rates, the median-priced single-family home and the median-priced condominium in Lowell both continue to be affordable to a family of four earning 80% of area median income and paying no more than one third of their income on housing costs*.

* As of July 2006, median single-family home price of \$245,500, median condo price is \$195,000, 80% AMI for a family of 4 is \$59,600, assumes 30-year mortgage with 5% down at 6.91%.

HOME/ American Dream Down Payment Initiative (ADDI)

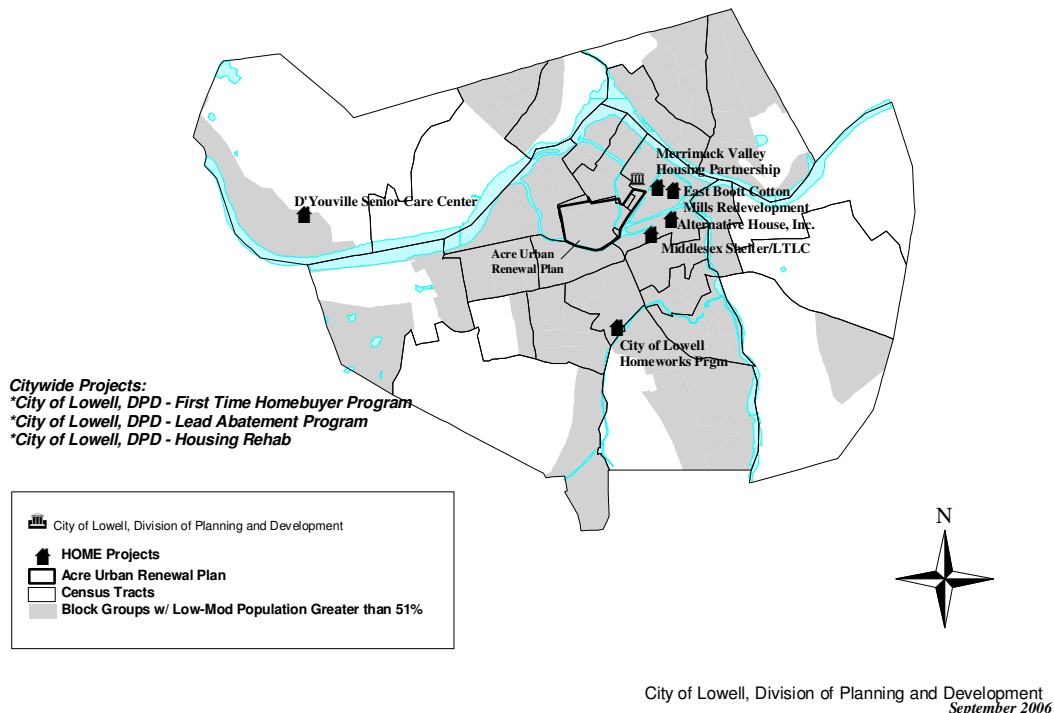
1. *Assessment of Relationship of HOME Funds to Goals and Objectives*
 - a. *Evaluate progress made toward meeting goals for providing affordable housing using HOME funds, including the number and types of households served.*
2. *HOME Match Report*
 - a. *Use HOME Match Report HUD-40107-A to report on match contributions for the period covered by the Consolidated Plan program year.*
3. *HOME MBE and WBE Report*
 - a. *Use Part III of HUD Form 40107 to report contracts and subcontracts with Minority Business Enterprises (MBEs) and Women's Business Enterprises (WBEs).*
4. *Assessments*
 - a. *Detail results of on-site inspections of rental housing.*
 - b. *Describe the HOME jurisdiction's affirmative marketing actions.*
 - c. *Describe outreach to minority and women owned businesses.*

1. ASSESSMENT OF GOALS AND OBJECTIVES

HOME FUNDS

All FY 2005-06 HOME funds were allocated toward projects that addressed the Rental and Owner-Occupied Housing priority need as described in the 2005-2010 Five Year Plan. The distribution of these projects throughout the City is illustrated in the map below. These projects are located in block groups with high concentrations of low- and moderate-income households.

HOME Funded Projects Geographic Distribution of Activities by HUD Priority



Not depicted on the map are the locations for the City's First Time Homebuyer Program, Housing Rehab Program, and Lead Abatement Program. These projects serve low- and moderate-income households throughout the City. Housing activities conducted through the City's Acre Urban Revitalization Plan are located within the boundaries of the plan area, depicted on the map above.

The distribution of HOME funds among housing-related activities is provided in the table below, along with the accomplishments achieved during the reporting period.

FY 2005-06 HOME Funded Activities

Activity	FY 2005-06 Expenditures	Proposed Accomplishments	Actual Accomplishments
Alternative House, Inc. - Permanent Housing for Victims of Domestic Violence	\$216,627	6 Housing Units	0 Housing Units
City of Lowell, DPD - Acre Urban Revitalization and Development Plan	\$729,654	62 Housing Units	10 Housing Units*
City of Lowell, DPD - First Time Homebuyer Program	\$215,727	50 Households	21 Households
City of Lowell, DPD - HOMEWORKS	\$2,974	2 Housing Units	0 Housing Units
City of Lowell, DPD - Housing Rehabilitation Program	\$396,305	8 Housing Units	11 Housing Units
City of Lowell, DPD - Lead Abatement Program	\$99,491	50 Housing Units	3 Housing Units

D'Youville Senior Care Center, Inc. - Senior Housing	\$234,320	11 Housing Units	0 Housing Units
East Boott Cotton Mills - Redevelopment	\$172,430	11 Housing Units	11 Housing Units
Middlesex St. Shelter, Inc. - Rehabilitation	\$41,512	11 Housing Units	11 Housing Units

* These units were already reported in the 2004-05 CAPER but were not officially occupied until 2005-06.
Source: PRO6 IDIS Report, 8/22/06

The City of Lowell, Acre Urban Revitalization Plan activity is located in Census Tract 3111, which has a low-/moderate-income concentration of 73.5%. The 2005-06 program year was the sixth of eight years for planned HOME funding for the Acre Urban Revitalization and Development Plan, in which more than 100 units of subsidized and market rate housing is planned. This neighborhood revitalization activity has utilized HOME funds for predevelopment costs associated with housing development as well as for new construction of affordable housing units. These projects involve substantial rehabilitation and new construction over multiple years, making it difficult to establish reliable annual goals. Ongoing monitoring and reporting of this project will continue in subsequent CAPERs.

The City of Lowell First Time Homebuyer Program collaborated with the Merrimack Valley Housing Partnership's Down payment Assistance Program to assist 21 households during the reporting period. The table below illustrates how this assistance was distributed. 71% of households receiving assistance reported incomes 60-80% below the area median income and approximately 24% of the total households served were non-white.

FY 2005-06 First Time Homebuyer Participants

Number of Households	Income Level (% of Area Median Income)							
	0-30%		30-50%		50-60%		60-80%	
	White	Non-White	White	Non-White	White	Non-White	White	Non-White
	0	0	3	2	0	1	13	2

Source: City of Lowell, DPD Housing Office; PR23 IDIS Report, 8/22/06

*Note: The PR23 Report identifies 71 households assisted in the 2005 program year. This figure includes some units already reported in prior CAPERs but not completed in IDIS until 05-06 as well some new units constructed with HOME funds and sold through the City's First Time Homebuyer Program

The 2005-06 program year witnessed the completion of 11 HOME-assisted SRO units at the Lowell Transitional Living Center (formerly Middlesex St. Shelter). These units will provide permanent housing to low-income residents. While construction of these units was completed during the reporting period, the activity will remain open until all units are occupied and HOME data is collected. Information on the households occupying these units will be reported in future CAPERs.

Construction of 11 HOME-assisted one-bedroom units at the D'Youville Senior Care Center is underway and expected to be completed during the 2006-07 program year. These units will be made available to low-income elderly residents.

The City was required to set aside a minimum of \$175,750 (15% of 2005-06 HOME entitlement grant funds) for Community Housing Development Organizations (CHDOs). During the program year, the City allocated \$511,000 to the Alternative House, Inc. a local non-profit, which will develop permanent housing for low-income

households. HOME funds will be used to provide 6 2-bedroom townhouses to families who have been victims of domestic violence at or below 50% of the area median income. The design phase of this project is complete and construction is expected to begin in the fall of 2006. Progress on this project will be reported in subsequent CAPERs.

ADDI FUNDS

– Not Applicable –

2. HOME MATCH REPORT

The Lowell Housing Authority Massachusetts Rental Voucher Program fulfilled the City's HOME match obligation during FY 2005-06 in the amount of \$238,725. This information is provided in the table below. The Match Report HUD-40107-A is also included in the Appendix.

HOME Match Report

Excess Match from Prior Federal Fiscal Year	2005-06 Match	2005-06 Match Liability	Excess Funds to Carry to 2006-07
\$3,886,894	\$238,725	\$215,742	\$3,909,877

Source: HUD Form 4107-a

3. HOME MBE AND WBE REPORT

During the 2005-06 program year, the City of Lowell's HOME program issued six contracts and twenty-nine sub-contracts totaling \$1,467,182. One of these subcontracts was issued to an MBE/WBE for a total value of \$21,000. Although affirmative marketing efforts were made to ensure the availability of these contracts to qualified Minority Business Enterprises (MBEs) and Women's Business Enterprises (WBEs), no contracts were awarded to these entities. This is primarily because contracts were generally awarded on a low-bid basis and the lowest responsible and responsive bidders were neither MBEs nor WBEs. The HOME Program Annual Performance Report HUD-40107 is also included in the Appendix.

4. ASSESSMENTS

ON-SITE INSPECTIONS OF RENTAL HOUSING

The City's Housing Program conducts annual inspections of investor-owned rental properties assisted with HOME funds to ensure compliance with the Housing Quality Standard report. Self-verification forms are collected from tenants, documenting their household income, as well as their monthly rent and utility payments. Along with this income-verification process, housing staff inspect the properties for any physical problems and assist property owners, should there be any issues with the structure. Currently 112 units are monitored through this process. During the

2005-06 program year reporting period, all properties passed the Housing Quality Standard report.

AFFIRMATIVE MARKETING ACTIONS

The Division of Planning and Development (DPD) has continued to further affirmative marketing actions to involve minorities and women in the HOME program. Notices of funding availability are published in Spanish, Portuguese, and Khmer as well as English. Requests for contractor qualifications for rehabilitation and lead abatement program contractor lists are advertised in minority publications. Qualified MBE and WBE contractors are included on lists of qualified contractors provided to property owners who receive assistance through these programs.

OUTREACH TO MINORITY AND WOMEN'S BUSINESSES

The Division of Planning and Development (DPD) has continued to reach out to minority-owned and women-owned businesses. Both the Housing Rehabilitation and Lead Abatement Departments have lists of qualified construction contractors and lead-abatement contractors. These lists are updated on a routine basis, which involves advertising in both English and Hispanic local newspapers.

HOMELESS

Homeless Needs

**Please also refer to the Homeless Needs Table in the Needs.xls workbook.*

1. *Identify actions taken to address needs of homeless persons.*
2. *Identify actions to help homeless persons make the transition to permanent housing and independent living.*
3. *Identify new Federal resources obtained from Homeless SuperNOFA.*

1. ADDRESSING THE NEEDS OF HOMELESS PERSONS

The City of Lowell is working with the U.S. Department of Housing and Urban Development, the Commonwealth of Massachusetts and homeless housing providers to develop permanent supportive housing for some of the City's neediest residents. Projects completed or being developed in 2005-2006 to address the needs of homeless persons include:

- a) Lowell Transitional Living Center (LTLC) and Apartments: On January 11, 2006, Lowell Transitional Living Center began operations in their newly renovated historic building in downtown Lowell. The building hosts LTLC's 90-bed emergency shelter for individuals and 12 new 0-bedroom units for chronically homeless individuals.
- b) Bridgewell/Pathfinder Apartments (formerly Middlesex North Resource Center). In 2006 the Pathfinder Apartments project reached its funding goal of \$1,398,523 for the construction of their new Pathfinder Apartments project that will create 12 new 0-bedroom units for chronically homeless, mentally ill individuals. Project proponents have been conducting stakeholder meetings to address a series of community issues. These issues should be resolved by December 2006.
- c) Alternative House: In 2006, Alternative House also achieved their funding goal of \$1.350,000 for 6, 3-4 bedroom units of permanent supportive housing for families who have experienced domestic violence. The project is currently under development and expected to be completed in 2007.
- d) Oxford House Lowell: In 2006, Massachusetts Sober House Inc. submitted an application to the Homeless SuperNOFA for funding to create a congregate facility to house 10 women in recovery, 100% of whom will be chronically homeless.

2. TRANSITION TO PERMANENT HOUSING

Helping homeless persons make the transition to permanent housing and self-sufficiency is one of the major goals of Lowell's Continuum of Care. The following activities are provided in conjunction with the creation of permanent housing for the homeless:

- a) Housing Subsidy: The City of Lowell working with the Lowell Housing Authority has provided housing vouchers for 12 chronically homeless individuals who are new residents at the Lowell Transitional Living Center Apartments and 6 families who will be moving into the Alternative House Apartments in 2007.
- b) Supportive Services: New residents are provided with case management and participate in weekly group sessions to assist them in maintaining permanent housing. Case managers also work with residents to encourage a new sense of community, safety and responsibility for their new homes. Services are targeted to each resident's need and eligibility. They can include, but are not limited to: money management: life skills: job readiness: training and education: psychiatric and medical services: medication monitoring; dispute resolution, furniture, linens, and kitchen supplies.
- c) Benefits Procurement: Case managers work with clients to secure as many benefits, as they are eligible to receive and that can help them to transition to and maintain permanent housing. With benefit assistance such as social security insurance, social security disability insurance, health insurance, the Rep Payee program and others, clients are more likely to achieve success in permanent housing living as independently as possible.

3. NEW FEDERAL RESOURCES OBTAINED

In 2006, Massachusetts Sober House Inc. submitted an application to the Homeless SuperNOFA for funding to create a congregate facility to house 10 women in recovery, 100% of whom will be chronically homeless. At the time this report was assembled, the availability of this funding was still pending.

Specific Homeless Prevention Elements

1. *Identify actions taken to prevent homelessness.*

1. ACTIONS TAKEN TO PREVENT HOMELESSNESS

The City of Lowell, local non-profits, and Lowell's Continuum of Care provide extensive services to prevent homelessness. These services focus on 6 types of homeless populations including: veterans, elderly, youth, victims of domestic violence, individuals with HIV/AIDS, and individuals with substance abuse problems. In order to address the various needs of these individuals 8 types of preventive services operate through the Greater Lowell region including: advocacy, discharge policy, early warning systems, financial management and assistance, food, energy, housing assistance, and intervention services. Specifically, the following actions were undertaken during the 2005-06 reporting period to prevent homelessness.

- a) SHIFT Coalition: The City is working in partnership with the Stabilized Housing for Individuals and Families in Transition (SHIFT) Coalition and the Commonwealth of Massachusetts to create an Early Warning System to help prevent individuals and families from becoming homeless.

The Early Warning System will work with utility, banking and property managers to encourage them to contact SHIFT program representatives when residents /customers are in danger of defaulting on mortgage/rental and/or utility charges.

In this way, SHIFT case managers and financial agents can work with individuals and families to help stabilize their risk of becoming homeless and keep them in their homes. The assistance to these families can include and are not limited to: case management; financial management and organization; grants to pay outstanding bills (mortgage/rent and utilities); fuel assistance; home modification; medical care; transportation, etc.

- b) Legislative Action: As a direct result of SHIFT Coalition efforts, state legislators have created the Housing First Stabilization Project. This bill, currently being debated in the state Senate and House of Representatives, will partner with the Department of Transitional Assistance to provide \$5,000,000 to fund local pilot programs to prevent homelessness. The City of Lowell and the SHIFT Coalition believe that the best way to fight homelessness is to keep people in their homes.

Emergency Shelter Grants (ESG)

1. *Identify actions to address emergency shelter and transitional housing needs of homeless individuals and families (including significant subpopulations such as those living on the streets).*
2. *Assessment of Relationship of ESG Funds to Goals and Objectives*
 - a. *Evaluate progress made in using ESG funds to address homeless and homeless prevention needs, goals, and specific objectives established in the Consolidated Plan.*
 - b. *Detail how ESG projects are related to implementation of comprehensive homeless planning strategy, including the number and types of individuals and persons in households served with ESG funds.*
3. *Matching Resources*
 - a. *Provide specific sources and amounts of new funding used to meet match as required by 42 USC 11375(a)(1), including cash resources, grants, and staff salaries, as well as in-kind contributions such as the value of a building or lease, donated materials, or volunteer time.*
4. *State Method of Distribution*
 - a. *States must describe their method of distribution and how it rated and selected its local government agencies and private nonprofit organizations acting as subrecipients.*
5. *Activity and Beneficiary Data*
 - a. *Completion of attached Emergency Shelter Grant Program Performance Chart or other reports showing ESGP expenditures by type of activity. Also describe any problems in collecting, reporting, and evaluating the reliability of this information.*
 - b. *Homeless Discharge Coordination*
 - i. *As part of the government developing and implementing a homeless discharge coordination policy, ESG homeless prevention funds may be used to assist very-low income individuals and families at risk of becoming homeless after being released from publicly funded institutions such as health care facilities, foster care or other youth facilities, or corrections institutions or programs.*
 - c. *Explain how your government is instituting a homeless discharge coordination policy, and how ESG homeless prevention funds are being used in this effort.*

1. EMERGENCY SHELTER AND TRANSITIONAL HOUSING

In addition to the activities that address the needs of the homeless, discussed in previous sections, \$97,814 in ESG funds was spent by local shelters which offer emergency housing to individuals and families. In most cases, these shelters also provide transitional support to those seeking permanent housing. These activities are discussed in more detail below.

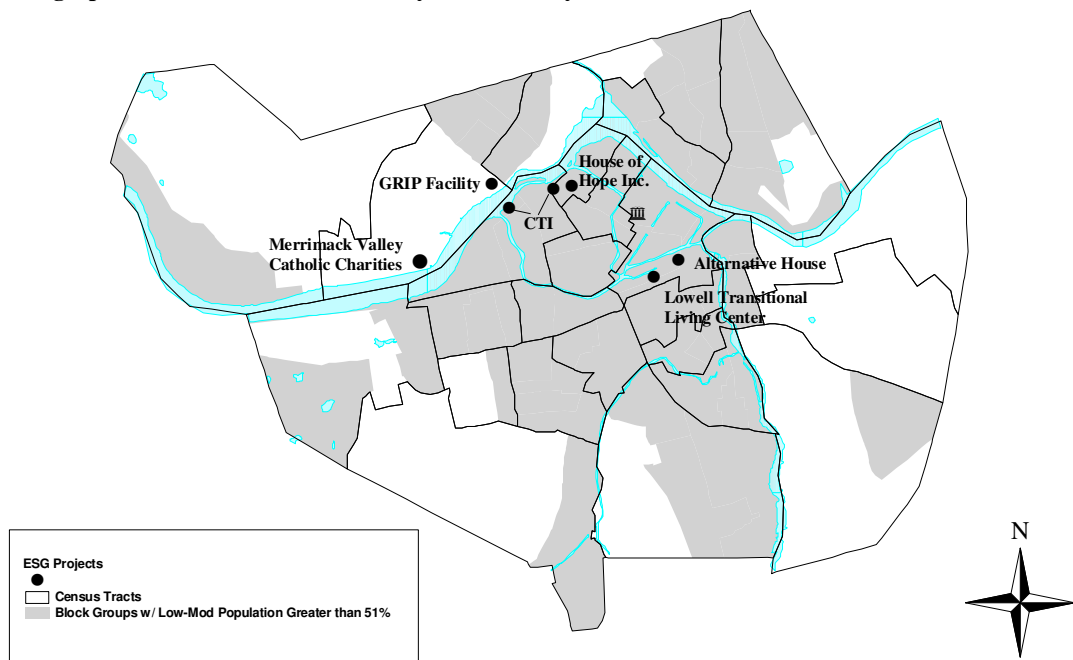
2. ASSESSMENT OF GOALS AND OBJECTIVES

USE OF ESG FUNDS

All FY 2005-06 ESG funds were awarded to activities that addressed the Homeless/HIV/AIDS priority need identified in the City's Five Year Consolidated Plan. Funds were used to help improve the delivery of homeless services provided by Lowell's Continuum of Care, and to help upgrade the level of services and quality of existing homeless facilities.

While the shelters provide area-wide benefits, as the map below illustrates, they are located in areas with high concentrations of low- and moderate-income households.

ESG Funded Projects
Geographic Distribution of Activities by HUD Priority



IMPLEMENTATION OF COMPREHENSIVE HOMELESS PLANNING STRATEGY

In 2000, Community Teamwork, Inc., a local non-profit multi-service provider, initiated the Stabilized Housing for Individuals and Families in Transition (SHIFT) program. This program, designed as an early-warning system to prevent homelessness, provides tenant counseling, emergency utility and rent or mortgage payments, as well as mediation services for landlord-tenant disputes.

As a result of this and other homeless services offered through Continuum of Care providers; as well as the limited amount of ESG funds Lowell receives, the City did not fund any homelessness prevention programs through this source. Instead ESG funds were limited during the 05-06 program year to shelter operating expenses and improvements, while CDBG and McKinney funds were distributed for local homeless service activities. During FY 2004-05 CDBG funds were awarded to the City of Lowell Hunger/Homeless Commission to support its Emergency Motel Stay program, and to the Lowell Transitional Living Center, Inc. for its Detox Coordination and Transportation Program.

The table below includes the seven shelters supported during the reporting period with ESG funds.

FY 2005-06 ESG Funded Activities

Activity	FY 2005-06 Expenditures	Proposed Accomplishments	Actual Accomplishments
Alternative House	\$15,000	175 People	176 People
Community Teamwork, Inc. - Milly's Place/Merrimack House Homeless Shelters	\$15,000	72 People	63 People
House of Hope, Inc. - Homeless Shelter Operating Expenses	\$15,000	125 People	86 People
Justice Resource Inst. (GRIP) - Project Shelter	\$13,000	70 People	62 People
Lowell Transitional Living Center, Inc. - Community Meals Program	\$25,000	1500 People	758 People
Merrimack Valley Catholic Charities - Brigid's Crossing	\$14,814	16 People	34 People

Source: FY 2004-05 Annual Action Plan; PR19 IDIS Report, 8/22/06

During the reporting year 1,179 individuals, of the 1,958 proposed, received food, shelter, and services through these vital programs. Many of Lowell's shelters spend their ESG funds in less than twelve months. As a result, the actual total number of persons served by these shelters in a year is higher than those reported. Shelters seek additional funding from other sources to support operating expenses and supportive services to supplement these funds.

3. MATCHING RESOURCES

ESG funds leveraged \$4,214,118 in matching funds during the FY2005-06 program year. The matching funds are outlined in the following table.

Activity	FY 2005-06 Expenditures	Other Funding	Source
Alternative House, Inc./ Operating Expenses	\$15,000	\$318,108	DSS
Community Teamwork, Inc. - Milly's Place/ Merrimack House Homeless Shelters	\$15,000	\$592,796 \$7,000 \$6,000 \$1,700	DTA FEMA Community Don. Citizen's Energy
House of Hope, Inc. / Homeless Shelter Operating Expenses	\$15,000	\$93,665 \$701,277 \$212,437 \$61,052 \$51,919	HUD & FEMA DTA Private Grants & Fundraising Donated Goods & Svcs. Investment Income
Justice Resource Inst. (GRIP) / Project Shelter	\$13,000	\$684,000	DTA, DSS, Parker Found. Grant Misc. Donations
Lowell Transitional Living Center, Inc. / Community Meals Program	\$25,000	\$718,533 \$34,173 \$214,203 \$20,650 \$52,482 \$21,489 \$50,653	DTA FEMA ESG, HOME & McKinney Private Grants Private Donations Fundraising In-Kind Donations
Merrimack Valley Catholic Charities / Brigid's Crossing Teen Shelter	\$14,814	\$177,634 \$157,721 \$12,388 \$24,238	DSS Fed Grant/Children & Fam. Resident Fees Private Contributions

4. STATE METHOD OF DISTRIBUTION

- Not Applicable -

5. ACTIVITY AND BENEFICIARY DATA

During the 2005-06 program year, all ESG funds, with the exception of the 5% administration expenses, were spent on operational costs of the seven shelters served. These costs included the administration, maintenance, utilities, food, and other expenses associated with the operation of the homeless shelters. While ESG funds may also be allocated to homeless prevention activities, essential services, and renovation/ rehabilitation projects, shelters typically seek other sources, such as CDBG funds, to support these activities.

HOMELESS DISCHARGE COORDINATION

Due to the limited number of ESG funds, and the services provided through the CTI SHIFT program, the City of Lowell allocated FY 2005-06 ESG funds to shelter

operating expenses only. No ESG funds were spent during the reporting period for homeless discharge coordination activities.

Local homeless discharge coordination policy

A discussion of Lowell's homeless discharge coordination policy is included in the City's 2006 Continuum of Care application for McKinney-Vento homeless assistance funds. The following table was included in the application and illustrates the current level of development and implementation within the CoC.

Continuum of Care – Discharge Planning Policy Chart

Publicly Funded System(s) of Care/Institution(s) in CoC Geographic Area	Initial Discussion	Protocol in Development	Formal Protocol Finalized	Protocol Implemented
Foster Care		X		
Health Care				X
Mental Health				X
Correctional		X		

Source: 2006 Continuum of Care – McKinney-Vento Application

DISCHARGE COORDINATION POLICY AND ESG

Given the limited amount of ESG funds received during FY 2005-06, and the need for direct shelter services, the City of Lowell did not allocate ESG funds for homeless discharge coordination activities during the reporting period. Should additional funds be available in subsequent years, the City will consider allocating funds toward this effort.

COMMUNITY DEVELOPMENT

Community Development

**Please also refer to the Community Development Table in the Needs.xls workbook.*

1. *Assessment of Relationship of CDBG Funds to Goals and Objectives*
 - a. *Assess use of CDBG funds in relation to the priorities, needs, goals, and specific objectives in the Consolidated Plan, particularly the highest priority activities.*
 - b. *Evaluate progress made toward meeting goals for providing affordable housing using CDBG funds, including the number and types of households served.*
 - c. *Indicate the extent to which CDBG funds were used for activities that benefited extremely low-income, low-income, and moderate-income persons.*
2. *Changes in Program Objectives*
 - a. *Identify the nature of and the reasons for any changes in program objectives and how the jurisdiction would change its program as a result of its experiences.*
3. *Assessment of Efforts in Carrying Out Planned Actions*
 - a. *Indicate how grantee pursued all resources indicated in the Consolidated Plan.*
 - b. *Indicate how grantee provided certifications of consistency in a fair and impartial manner.*
 - c. *Indicate how grantee did not hinder Consolidated Plan implementation by action or willful inaction.*
4. *For Funds Not Used for National Objectives*
 - a. *Indicate how use of CDBG funds did not meet national objectives.*
 - b. *Indicate how did not comply with overall benefit certification.*
5. *Anti-displacement and Relocation – for activities that involve acquisition, rehabilitation or demolition of occupied real property*
 - a. *Describe steps actually taken to minimize the amount of displacement resulting from the CDBG-assisted activities.*
 - b. *Describe steps taken to identify households, businesses, farms or nonprofit organizations who occupied properties subject to the Uniform Relocation Act or Section 104(d) of the Housing and Community Development Act of 1974, as amended, and whether or not they were displaced, and the nature of their needs and preferences.*
 - c. *Describe steps taken to ensure the timely issuance of information notices to displaced households, businesses, farms, or nonprofit organizations.*
6. *Low/Mod Job Activities – for economic development activities undertaken where jobs were made available but not taken by low- or moderate-income persons*
 - a. *Describe actions taken by grantee and businesses to ensure first consideration was or will be given to low/mod persons.*
 - b. *List by job title of all the permanent jobs created/retained and those that were made available to low/mod persons.*

-

12. *Housing Rehabilitation* – for each type of rehabilitation program for which projects/units were reported as completed during the program year
 - a. *Identify the type of program and number of projects/units completed for each program.*
 - b. *Provide the total CDBG funds involved in the program.*
 - c. *Detail other public and private funds involved in the project.*
13. *Neighborhood Revitalization Strategies* – for grantees that have HUD-approved neighborhood revitalization strategies
 - a. *Describe progress against benchmarks for the program year. For grantees with Federally-designated EZs or ECs that received HUD approval for a neighborhood revitalization strategy, reports that are required as part of the EZ/EC process shall suffice for purposes of reporting progress.*

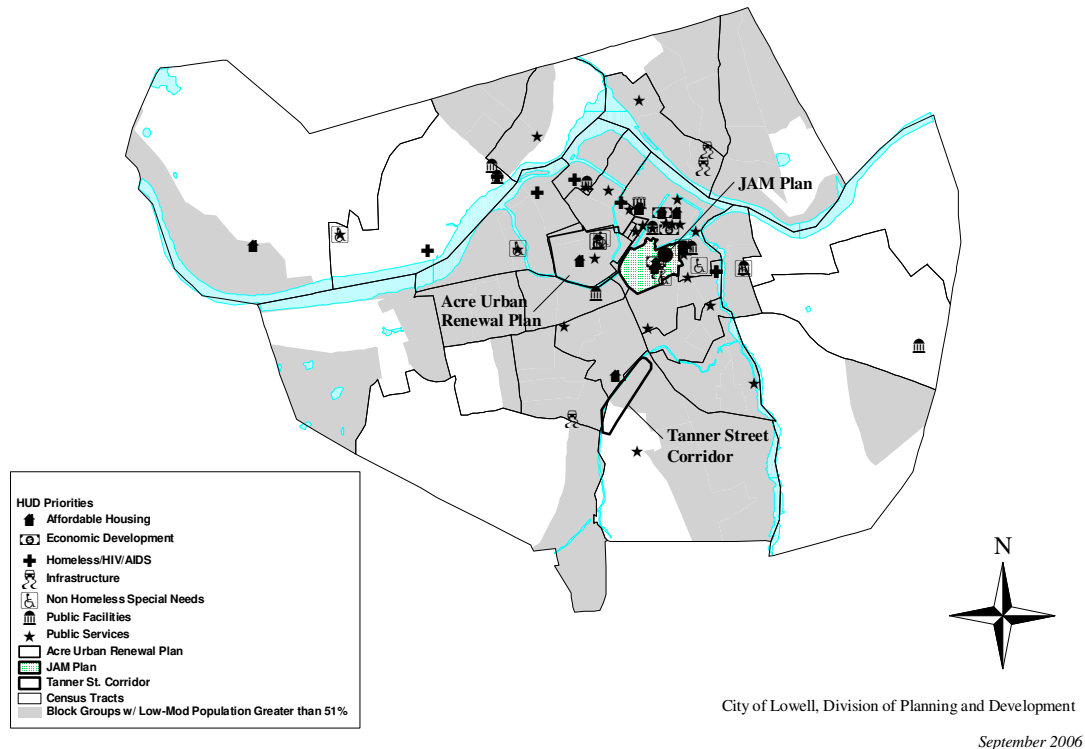
1. ASSESSMENT OF GOALS AND OBJECTIVES

CDBG EXPENDITURES BY CONSOLIDATED PLAN PRIORITIES

During the 2005-06 reporting period, CDBG funds were distributed among the HUD priority-needs identified in the 2005-10 Consolidated Plan. The map below illustrates how CDBG dollars were distributed throughout the City.

Concentration of Low-/Moderate-Income

Geographic Distribution of Activities by HUD Priority



An additional 15 projects, not depicted on the map above, provide benefits to low- and moderate-income neighborhoods or to Lowell residents citywide. For projects conducting neighborhood stabilization activities, block groups with populations of low/moderate-income residents greater than 51% are given priority consideration for funding.

A breakdown of proposed and actual CDBG expenditures during PY 2005-06 is provided in the table below.

PY 2005-06 Distribution of CDBG Funds

Priority Need	FY 05-06 Proposed Budget	% of Total	FY 05-06 Actual Expenditures	% of Total
Homeless/HIV/AIDS	\$25,000	1%	\$20,000	1%
Nonhomeless Special Needs	\$113,420	5%	\$140,584	7%
Affordable Housing	\$148,830	6%	\$195,441	10%
Public Facilities	\$976,080	41%	\$1,008,836	51%
Infrastructure	\$220,416	9%	\$67,632	3%
Economic Development	\$620,070	26%	\$241,279	12%
Public Services	\$304,723	13%	\$302,525	15%
Total	\$2,408,539		\$1,976,296	

Source: 2005-06 Annual Action Plan, PRO3 IDIS Report, 8/22/06

With the exception of the actual funds spent on public infrastructure projects and economic development activities, the actual expenditures for each priority need during program year 2005-06 met or exceeded those proposed in the Annual Action Plan. In many cases, this is due to the number of construction or rehabilitation-related activities that were initiated in prior years but often span more than one fiscal year and thus drew CDBG funds during the reporting period. The primary reason that the infrastructure priority did not meet planned targets was due to limited activity from the Streets and Sidewalks Program. Unspent funds from this activity will be transferred to 06-07 budget to complete roadway reconstruction projects in the next fiscal year. Fewer funds were spent under the economic development priority as a result of the Hamilton Canal District. This project, located in the JAM Plan area was awarded funds for payment of debt service on a Section 108 Loan. While the City budgeted more than \$300,000 for the debt service payments during the 2005-06 program year, little more than \$50,000 was spent. Unspent funds from 2005-06 will be reallocated to future projects. The Monitoring section of this report provides further analysis of other projects which have fallen behind schedule.

Amendments to the Annual Plan, made throughout the fiscal year also account for some increase in the funds distributed among the priority needs. Unspent funds and unanticipated program income is made available to supplement existing projects if necessary, or in some cases, initiate a new project during the course of the fiscal year.

The tables below list all projects that spent CDBG monies during the FY 2005-06, including those projects added throughout the year as amendments to the Annual Action Plan. The first table includes those projects restricted by the 15% cap for

public service activities, while the second table lists all CDBG-funded projects outside this cap.

In addition to those projects initiated during the reporting period, several projects, begun in previous years spent money during the 05-06 program year. Some of the activities reported in the tables below are still underway and their outcomes and accomplishments will be discussed in future CAPERs.

FY 05-06 CDBG-Funded Activities (Public Service Cap)

Activity	FY 2005-06 Expenditures	FY 2005-06 Proposed Accomplishments	FY 2005-06 Actual Accomplishments
Homeless/HIV/AIDS			
Lowell Transitional Living Center - Detox Program	\$20,000.00	100 People	88 People
Nonhomeless Special Needs			
Community Family, Inc. - Alzheimer's Adult Day Center	\$1,500.00	2 People	5 People
Community Teamwork, Inc. - Advocacy Corps for Elders	\$4,016.50	150 People	218 People
Kids in Disability Sports, Inc.*	\$10,000.00	700 People	85 People
Lowell Association for the Blind	\$10,000.00	40 People	21 People
Lifelinks - Independent Living Seminar	\$12,500.00	75 People	83 People
Lowell Council on Aging - Recreation/Nutrition Program	\$18,911.33	6,500 People	2,736 People
Lowell Council on Aging - Outreach	\$19,335.73	250 People	250 People
Mental Health Association of Greater Lowell - Bilingual Advocates Program	\$10,000.00	150 People	130 People
Merrimack Valley Food Bank - Mobile Food Pantry	\$5,000.00	275 People	238 People
Retarded Adult Rehabilitative Association	\$7,500.00	40 People	48 People
Salvation Army Sage Senior Center	\$25,000.00	350 People	292 People
Public Services			
Angkor Dance Troupe	\$5,500.00	100 People	95 People
Asian Task Force Against Domestic Violence	\$6,000.00	150 People	59 People
Big Brother/Big Sister - One on One Mentoring	\$12,000.00	12 People	12 People
Central Food Ministry	\$5,000.00	6,000 People	4,324 People
Community Teamwork, Inc. - Fair Housing Coordinator	\$15,000.00	60 People	56 People
Community Teamwork, Inc. - Suitability	\$20,000.00	100 People	98 People
Girls, Inc. - Youth Enrichment	\$10,000.00	80 People	104 People
Greater Lowell Family YMCA - Camp Massapoag	\$10,000.00	40 People	47 People
Highland Travel Basketball	\$3,000.00	75 People	53 People
Hunger/Homeless Commission - Emergency Motel Stay	\$3,201.00	100 People	68 People
Hunger/Homeless Commission - Lowell Wish Project	\$4,210.00	2,250 People	7,210 People
JRI/GRIP - Real Life Coach	\$5,013.00	70 People	32 People
Lifelinks - Urban Youth Employment	\$4,000.00	10 People	15 People
Lowell Community Health Center - Teen Coalition	\$10,000.00	25 People	39 People
Lowell Housing Authority - Youth Sports Program	\$16,000.00	350 People	505 People
Mass. Alliance of Portuguese Speakers - Immigrant Social Services	\$4,999.40	670 People	423 People
Merrimack Valley Catholic Charities - Food Pantry	\$15,000.00	10,000 People	1,747 People
Merrimack Valley Food Bank	\$15,000.00	8,000 People	8,000 People
Middlesex Community College - Out of School Youth	\$20,687.78	30 People	41 People
One Lowell Coalition	\$7,500.00	115 People	78 People
Open Pantry of Greater Lowell	\$7,000.00	15,269 People	2,863 People
Rape Crisis Services	\$15,000.00	45 People	107 People
Revolving Museum - Teen Arts Group	\$22,500.00	20 People	20 People
Southeast Asian Bilingual Advocates	\$2,500.00	15 People	58 People
Spindle City Corps - Youth Program†	\$5,000.00	24 People	27 People
St. Julie Asian Center - Family Literacy Program	\$15,000.00	30 People	30 People
UTEC - Cultural Arts Program	\$19,913.79	60 People	222 People
UTEC - Youth-led Microenterprise	\$10,000.00	10 People	19 People
UMass Lowell - National Youth Sports Program	\$10,000.00	400 People	353 People

West End Gym - Youth Boxing	\$2,500.00	100 People	31 People
YWCA - Youth Center Enrichment Activities	\$5,000.00	50 People	39 People

Source: PRO3 IDIS Report, 8/17/06

*Total accomplishments do not include fourth quarter totals unavailable at the time of this report.

†Total expenditures include fourth quarter draws not reported in 8/22/06 PRO3 report.

Expenditures in *italics* include funds drawn in the program year that were incorrectly flagged as prior year expenditures.

FY 05-06 CDBG-Funded Activities (Non-Public Service Cap)

Activity	FY 2005-06 Expenditures	FY 2005-06 Proposed Accomplishments	FY 2005-06 Actual Accomplishments
Nonhomeless Special Needs			
Christmas in April†	\$12,820.34	9 Housing Units	8 Housing Units
Affordable Housing			
City of Lowell, DPD - Emergency Housing Rehab	\$14,582.83	0 Housing Units	3 Housing Units
City of Lowell, DPD - Housing Rehab Program	\$1,938.12	0 Housing Units	1 Housing Unit
City of Lowell, DPD - Lead Abatement Program	\$73,325.39	50 Housing Units	6 Housing Units
City of Lowell, Health Dept. - Sanitary Code Enforcement	\$99,375.00	180 Housing Units	1,883 Housing Units
<i>Middlesex North Resource Center</i>	\$6,219.98	8 Housing Units	0 Housing Units
Public Facilities			
Boys & Girls Club - Safety/Security Project	\$40,535.56	1 Public Facility	1 Public Facility
Centralville Neighborhood Action Group	\$1,949.82	3 Public Facilities	3 Public Facilities
Community Teamwork, Inc. - 767 Merrimack St.	\$24,429.00	1 Public Facility	1 Public Facility
City of Lowell, DNS - Graffiti Removal	\$9,172.82	700 Public Facilities	395 Public Facilities
City of Lowell, DPD - Cawley Stadium Improvements	\$253,461.75	1 Public Facility	1 Public Facility
City of Lowell, DPD - HOMEWORK Program	\$9,800.00	1 Public Facility	1 Public Facility
<i>JRI/GRIP - Facility Expansion</i>	\$8,595.78	1 Public Facility	0 Public Facility
Lowell Council on Aging - Senior Center Lease	\$366,000.00	1 Public Facility	1 Public Facility
Lowell Parks and Conservation Trust, Inc. - Urban Forestry Project	\$49,200.00	100 Public Facilities	127 Public Facilities
PYO/St. Jeanne D'Arc Youth Sports	\$11,974.94	1 Public Facility	0 Public Facility
<i>Retarded Adult Rehabilitative Association - Center Floor Replacement</i>	\$800.41	1 Public Facility	0 Public Facility
Revolving Museum - Facility Improvements	\$36,115.87	1 Public Facility	1 Public Facility
<i>United Teen Equality Center - Building Acquisition</i>	\$196,800.00	1 Public Facility	0 Public Facility
Infrastructure			
City of Lowell, DNS - W. Third St. Car Condos	\$1,875.00	1 Public Facility	1 Public Facility
City of Lowell, DPD - Bridge St. Parking Facility/Bus Shelter*	\$900.00	1 Public Facility	0 Public Facility
<i>City of Lowell, DPD - Intersection Improvements</i>	\$45,070.50	901 People	0 People
City of Lowell, DPD - Moulton Sq. Traffic Improvements	\$4,029.90	53,000 People	53,000 People
City of Lowell, DPD - Pedestrian Signals for the Blind	\$11,040.00	400 People	400 People
City of Lowell, DPW - Streets/Sidewalks Reconstruction	\$4,716.40	23,526 People	2,286 People
Economic Development			
Acre Family Day Care	\$34,440.00	50 People	28 People
<i>Architectural Heritage Foundation</i>	\$1,877.50	1 Business	0 Businesses
<i>City of Lowell, DPD - Demolition Program</i>	\$4,982.23	2 Businesses	0 Businesses
<i>City of Lowell, DPD - JAM Plan Phase I</i>	\$106,605.62	14 Businesses	4 Businesses
City of Lowell, DPD - Small Business Loan Program	\$16,036.00	5 Businesses	3 Businesses
<i>City of Lowell, DPD - Renewal Community Program</i>	\$7,157.73	16 Businesses	6 Businesses

City of Lowell, DPD - Tanner St. Initiative	\$24,600.00	6 Businesses	6 Businesses
Community Teamwork, Inc. - Small Business Assistance Center	\$60,000.00	40 Businesses	40 Businesses

Source: PRO3 IDIS Report, 8/22/06

† Includes \$8,875.00 paid in August 2005 for activity during 2004-05 that was not included in the 2004-05 CAPER.

* Accomplishments reported in 2004-05 CAPER. Final draw made after close of 04-05 fiscal year.

Note: Projects in *italics* were ongoing as of June 30, 2006. Accomplishment data will be discussed in future CAPERs. Expenditures in *italics* include funds drawn in the program year that were incorrectly flagged as prior year expenditures.

The Jackson/Appleton/Middlesex (JAM) Street project is a neighborhood revitalization project expected to span the course of 20 years. The expenditures reported in this CAPER supported various pre-development activities associated with the project which will result in the creation of new business and jobs and an area-wide benefit to more than 3,000 neighborhood residents. Additional accomplishment data will be recorded in future CAPERs.

MEETING AFFORDABLE HOUSING GOALS

Five affordable housing projects were funded with CDBG money during the reporting period. These projects, listed in the tables in the previous section, primarily supported various housing rehabilitation activities and code enforcement, including the City of Lowell Lead Abatement Program and the Housing Rehab Program. In addition, Community Teamwork Inc.'s Fair Housing Consumer Education Activity served more than 50 individuals with housing-related services.

Through the various housing rehabilitation projects, 10 households were assisted with CDBG funds. Rehabilitation of housing units tends to span more than a single fiscal year, thus accomplishments may not be reported within the initial funding year. Housing units acquired for rehab with federal funds or existing units where rehabilitation activities exceed \$5,000 must receive a certificate of lead law compliance before any renovations can begin. In some cases, the lead abatement requirement has delayed or deterred many housing rehab activities from proceeding. Further discussion about the characteristics of households served through these activities is included in the Housing Rehabilitation portion of this section. Lead Abatement activities are discussed in more detail in the Lead section of this report.

BENEFITTING LOW-MODERATE INCOME PERSONS

Only three CDBG activities conducted during the 2005-06 program year did not result in benefit to low and moderate income persons. These activities involved historic preservation, demolition, and relocation activity. As a result, 75.36% of all CDBG expenditures between July 1, 2005 and June 30, 2006 benefited low- and moderate- income persons, as detailed in the first chart below.

CDBG Low and Moderate Income Benefit

	Summary of CDBG Resources	2005-06 Program Year	2005-08 Projection
01	Unexpended CDBG Funds at end of 2004-05 Program Year	\$1,526,851	\$1,651,628
02	Entitlement Grant	\$2,678,834	\$7,054,005
03	Surplus Urban Renewal Funds	N/A	N/A
04	Section 108 Guaranteed Loan Funds & BEDI Grants	\$10,500,000	\$10,500,000
05	Program Income	\$266,401*	\$528,322
06	Returns	\$0	\$0
07	Adjustment to Compute Total Available	\$0	\$0
08	Total Available (sum, lines 01-07)	\$14,972,086	\$19,733,955
	Summary of CDBG Expenditures		
09	Disbursements other than Section 108 Repayments and	\$1,986,709	\$16,317,046

Planning/Administration			
10	Adjustments to Compute Total Subject to Low/Mod Benefit	\$10,500,000	\$0
11	Amount Subject to Low/Mod Benefit (line 09 + line 10)	\$12,486,709	\$16,317,046
12	Disbursed in IDIS for Planning/Administration	\$599,610	\$1,516,466
13	Disbursed in IDIS for Section 108 Repayments	\$50,444	\$400,444
14	Adjustment to Compute Total Expenditures	\$0	\$0
15	Total Expenditures (sum, lines 11-14)	\$13,136,764	\$18,233,955
16	Unexpended Balance (line 08 - line 15)	\$1,847,243	\$1,500,000
2005-06 Program Year Low/Mod Benefit			
17	Expended for Low/Mod Housing in Special Areas	\$0	\$0
18	Expended for Low/Mod Multi-Unit Housing	\$0	\$0
19	Disbursed for Other Low/Mod Activities	\$1,910,571	\$12,922,046
20	Adjustment to Compute Total Low/Mod Credit	\$7,500,000	\$0
21	Total Low/Mod Credit (sum, lines 17-20)	\$9,410,571	\$12,922,046
22	Percent Low/Mod Credit (line 21/line 11)	75.36%	79.19%
Minimum Required Low/Mod Credit		70%	70%

*This figure has been adjusted from the PR26 report noted in the table source. Line 05 was adjusted downward to reflect only 2005-06 Program Year program income as reported on the 8/17/06 PR01 report.

Source: August 22, 2006 IDIS Reports PR01, PR03, & PR26

However, the City also drew funds for three Section 108 loans and one Brownfields Economic Development Initiative (BEDI) grant during the 2005-06 program year. These grants and loans totaled \$10.5 million. Of this total, \$7.5 million is being spent on activities which are expected to benefit low and moderate income persons and \$3 million is being spent on activities which are designed to address slum and blight on an area basis.

During the 2005-06 reporting period, a total of 108,624 persons and 18 households were served with CDBG funds. The table below summarizes the distribution of these funds among various income levels.

Total CDBG Beneficiaries by Income Category

	Extremely Low Income	Low Income	Moderate Income	Total Low- Mod Income	Non Low-Mod Income	Total Beneficiaries
	<= 30%	>30% and <=50%	>50% and <=80%		>80%	
Persons	49,294	31,098	27,848	108,240	383	108,624
Households	0	12	6	18	0	18

Source: IDIS PR23 and PR03 Reports, 8/22/06

More than 57% of Lowell's population is at or below the area median income. As indicated in the table above, more than 100,000 people were served through activities funded with CDBG, more than 70% of who had incomes less than 50% of the area median. An additional 1,883 households were assisted through CDBG funded activities through sanitary code inspection, the majority of which had incomes between 30% and 50% of the area median income.

2. CHANGES IN PROGRAM OBJECTIVES

No changes to the 2005-2010 Consolidated Plan Program were made during this reporting period. The priorities identified in the Five-Year Plan were the basis for allocating HUD funds during FY 2005-06.

3. CARRYING OUT PLANNED ACTIONS

PURSUING RESOURCES INDICATED IN CONSOLIDATED PLAN

In addition to the Federal funds discussed in this report, during the 2004-05 program year resources were obtained from a variety of other public and private sources to address priority needs identified in the 2000-2005 Consolidated Plan. Sources of additional funding included:

- City of Lowell General Fund
- City of Lowell Capital Bonding
- City of Boston Dept. of Neighborhood Development
- Commonwealth of Massachusetts Dept. of Conservation and Recreation
- Commonwealth of Massachusetts Dept. of Housing and Community Devel.
- Commonwealth of Massachusetts Dept. of Mental Health
- Commonwealth of Massachusetts Dept. of Public Health
- Commonwealth of Massachusetts Dept. of Social Services
- Commonwealth of Massachusetts Dept. of Transitional Assistance
- Massachusetts Executive Office of Human Services
- Federal Emergency Management Agency
- US Environmental Protection Agency
- HUD Lead Hazard Control Grant Program
- HUD 202 Senior Housing Program
- Operating budgets of subrecipient organizations
- Various private foundations, corporations, and individuals

CERTIFICATIONS OF CONSISTENCY

The City of Lowell maintains a public request for proposals process to identify activities that will be funded each program year. This process is open to all who wish to submit proposals and project selections are made on the basis of the recommendations of a Community Advisory Committee. Division of Planning and Development staff members provide technical assistance to all applicants who request it. This technical assistance includes advice on how to craft a proposed activity that will be eligible under the applicable program regulations and consistent with Lowell's Consolidated Plan. As a result, nearly all projects that are proposed are found to be consistent with the Consolidated Plan. Applicants seeking certification that their activities are consistent with the Consolidated Plan are not discriminated against on any basis and certification is provided in a fair and impartial manner.

CONSOLIDATED PLAN IMPLEMENTATION

The City of Lowell maintains an open and highly transparent process for the preparation and implementation of Consolidated Plans. The City of Lowell does not hinder the implementation of the Plan through any action or willful inaction. As this report and those submitted in prior program years illustrate, Lowell has made consistent and significant progress toward meeting and exceeding published accomplishment goals and objectives.

4. FUNDS NOT USED FOR NATIONAL OBJECTIVES

- Not Applicable -

5. ANTI-DISPLACEMENT AND RELOCATION

There are currently two major revitalization projects underway in the City of Lowell. These projects, the Acre Revitalization Plan, and the Jackson/Appleton/Middlesex (JAM) Plan involve the relocation of some homes and businesses. Relocation plans for each project are available upon request. During the FY 2005-06 reporting period, \$39,883.58 in CDBG funds was used for relocation activities in the JAM Plan area only.

\$19,883.58 was spent to retain the services of a professional relocation consultant for assistance with the relocation of businesses in the JAM Plan area. The consultant helps to ensure that the Uniform Relocation Act is followed, where applicable, and assists the City in conducting a detailed survey of the needs of displaced persons or businesses, and in delivering all relevant notices in a timely manner.

\$20,000 of funds from the Section 108 loan/BEDI grant for the Hamilton Canal District project was spent to relocate one business from the area. The business, Byrne Auto Body, submitted a claim for the fixed payment in lieu of payment for actual moving and related expenses and has moved out of the acquired property.

6. LOW/MOD JOB ACTIVITIES

During the 2005-06 program year, the City of Lowell's CDBG-supported economic development programs generated a total of one-hundred and forty-one (141) jobs in Lowell's low and moderate-income areas. Seventy-three (73) of these jobs were newly created jobs and sixty-eight (68) jobs were retained. A total of \$159,036.60 was spent on these economic development activities, representing a ratio of \$2,178.58 for each new job created or \$1,128.00 for each job created or retained.

The following table includes all full-time permanent jobs created/retained reported during the 2005-06 fiscal year with CDBG funds. A total of three (3) businesses that have received financial assistance through the CDBG program less than six-months ago have not reported job creation yet. These jobs will be reported in the 2006-07 CAPER.

2005-06 Jobs Created/Retained

Job Classification*	Total Jobs Created	Total Jobs Retained
Professional	2	0
Technicians	11	0
Sales	17.5	16
Office & Clerical	0.5	0
Craft Workers	6	1
Operatives	2	3
Laborers	1	0
Service Workers	33	48
Total Jobs	73	68

Source: City of Lowell, DPD Economic Development Office

*Economic Development Administration (EDA) job category definitions

The City of Lowell awarded CDBG funds to six economic development activities during the reporting period. Of these activities, four businesses received loans, 67 businesses received technical assistance, and 73 new permanent full-time jobs were created.

All of the jobs created under CDBG-supported programs are presumed to be available to low and moderate-income persons under 24 CFR 570.208(a)(4)(iv). These jobs were located in census tracts 3101, 3104, 3107, 3108, 3110, 3111, 3112, 3118, 3119, 3121, 3124, all of which meet the poverty rates required and were also located within the Federally-designated Renewal Community during the 2005-06 program year.

The City of Lowell, through its Economic Development Office continues to work in partnership with the business community, the local Workforce Investment Board (WIB), the Lowell Career Center, and the Lowell Small Business Assistance Center (SBAC) to make sure that low- and moderate-income persons seeking jobs will have the necessary experience and skill level to obtain available jobs. The following activities are examples of how the City intends to help improve the work skills for low- and moderate-income population in Lowell's labor force:

- Improve adult education and "English as a Second Language" (ESL) by working in partnership with Middlesex Community College and UMass- Lowell to improve the ESL programs and make these classes available to all Lowell residents;
- Partner with local educational institutions and businesses to develop workforce initiatives, particularly technical programs and "soft-skills" development;
- Expand school-to-work programs. Partners such as the Lowell High School, Greater Lowell Technical High School, United Teen Equality Center (UTEC), Middlesex Community College, and U-Mass Lowell should create programs that expose students to the "real world" and give them "soft skills" needed to achieve success in today's workplace;
- Continue to fund the Lowell Small Business Assistance Center (SBAC) to expand their business training classes to local businesses and their employees;
- Advertise and promote the State's "Workforce Training Fund" throughout the business community. The "Workforce Training Fund" is a matching grant fund of up to \$250,000 to help to pay for employee training. The improved Economic Development website and the monthly newsletter should be a great resource of technical assistance information to businesses;
- Increase the amount and the flexibility of grants available for training programs;
- Increase coordination and networking between the Lowell Workforce Investment Board (WIB), the Lowell Career Center, local job placement services, and the business community to assure that low- and moderate-income residents who are in the job market are aware of local job postings within Lowell.

7. LOW/MOD LIMITED CLIENTELE ACTIVITIES

All sub-recipients serving low/mod clientele are required to obtain a completed Appendix C, Self-Declaration of Income Report, from each program participant.

This form supplies the Division of Planning and Development with the necessary information required by HUD for program compliance and is kept on file for monitoring purposes. This form includes the race/ethnicity, female head of household and income information for each participant served. This data is then consolidated onto the Appendix E – CDBG Monthly Participant Report, which is used when entering data into IDIS.

The table below identifies those activities funded with CDBG that served low- and moderate-income limited clientele.

Activity	FY 2005-06 Expenditures	Proposed Accomplishments	Actual Accomplishments	# Low/Mod	% Low/Mod Served
Angkor Dance Troupe – At Risk Youth Program	\$5,500.00	100 people	95 people	92	97%
Asian Task Force Against Domestic Violence – Counseling Program	\$6,000.00	150 people	59 people	59	100%
Big Brother/Big Sister - One-to-One Mentoring	\$12,000.00	12 people	12 people	12	100%
Central Food Ministry, Inc. - Food Pantry	\$5,000.00	6,000 people	4,324 people	4305	99%
Community Teamwork, Inc. – Advocacy Corps for Elders (ACE)	\$4,016.50	150 people	218 people	218	100%
Community Teamwork, Inc. - Fair Housing Consumer Education	\$15,000.00	60 people	56 people	56	100%
Girls, Inc. - Youth Enrichment Programs	10,000.00	80 people	104 people	90	86%
Highland Travel Basketball – Youth League	\$3,000.00	75 people	53 people	34	64%
LifeLinks – Urban Youth Employment Program	\$4,000.00	10 people	15 people	15	100%
Lowell Community Health Center – Teen Coalition	\$10,000.00	25 people	39 people	39	100%
Lowell Housing Authority - Youth Sports/Recreation	\$16,000.00	350 people	505 people	505	100%
Mass Alliance of Portuguese Speakers - Immigrant Social and Elder Services Program	\$4,999.40	670 people	463 people	463	100%
Merrimack Valley Catholic Charities - Food Pantry	\$15,000.00	10,000 people	1,747 households	1,747	100%
Merrimack Valley Food Bank, Inc. - Food Distribution Program	\$15,000.00	8,000+ people*	8,000+ people*	8,000+*	100%
Merrimack Valley Food Bank, Inc. - Food Share/Mobile Food Pantry	\$5,000.00	275 people	238 people	238	100%
Middlesex Community College - Out-of-School Youth Program	\$20,687.78	30 people	42 people	38	90%
One Lowell Coalition – School Success for Newcomer Parents	\$7,500.00	115 people	78 people	76	97%
Open Pantry of Greater Lowell Inc. - Food Pantry	\$7,000.00	15,629 people	2,863 households	2,863	100%
Rape Crisis Services of Greater Lowell - Rape Crisis Counseling	\$15,000.00	45 people	107 people	107	100%
Revolving Museum – Teen Arts Group	\$22,500.00	20 people	20 people	16	80%
Southeast Asian Bilingual Advocates, Inc. (SABAI)	\$2,500.00	15 people	58 people	58	100%
Spindle City Corps - Youth Programs	\$1,091.58	24 people	27 people	22	81%
St. Julie Asian Center - Educational Services	\$15,000.00	30 people	30 people	30	100%
Suitability - Services for Economically Challenged Women	\$20,000.00	100 people	98 people	98	100%
U Mass Lowell Research Foundation - Summer Youth Sports & Enrichment Program - Transportation	\$10,000.00	400 people	353 people	301	85%

United Teen Equality Center – Cultural Arts Program	\$19,913.79	60 people	222 people	219	98%
United Teen Equality Center / Youth-Led Micro-enterprises	\$10,000.00	10 people	19 people	19	100%
West End GYM Inc. - Youth Boxing Program	\$2,500.00	100 people	31 people	27	87%
YMCA - Summer Camp	\$10,000.00	40 people	47 people	47	100%
YWCA – Youth Center Enrichment Pgms.	\$5,000.00	50 people	39 people	39	100%

*Approx. # - This program distributes food to several Lowell agencies and does not serve individuals.

8. PROGRAM INCOME RECEIVED

PROGRAM INCOME FROM REVOLVING FUNDS

- Not Applicable -

PROGRAM INCOME FROM FLOAT-FUNDED ACTIVITIES

- Not Applicable -

PROGRAM INCOME FROM LOAN REPAYMENTS

Repayment of loans constitutes the majority of program income to both the CDBG and HOME programs in the City of Lowell. The chart below outlines the income received from various types of loan repayments to each program in the 2005-06 program year.

Source	CDBG	HOME	Total
Housing and Lead Paint Abatement Loan Payments (Principal & Interest)	\$24,012	\$280,724	\$304,736
Housing and Lead Paint Abatement Loan Payoffs	\$179,347	\$247,331	\$426,678
Economic Development Loan Repayments	\$24,993	-0-	\$24,993
Total	\$228,352	\$528,055	\$756,407

PROGRAM INCOME FROM PROPERTY SALES

During the 2005-06 program year, the City of Lowell sold the property located at 109 Branch Street in Lowell. This sale generated \$77,920 in program income for the HOME program and \$38,000 in program income for the CDBG program.

9. PRIOR PERIOD ADJUSTMENTS

- Not Applicable -

10. LOANS AND OTHER RECEIVABLES

FLOAT-FUNDED ACTIVITIES

- Not Applicable -

PERFORMING LOANS

The following table outlines the number and principal value of outstanding CDBG-funded performing loans under various programs. This list does not include forgivable and deferred loans that are addressed in the subsequent section below. With the exception of the Downtown Venture Fund, these loan programs are no longer active and the loans listed are generally several years old. Many of the housing loans listed include deferred principal along with minimal interest payments. All of the listed loans have made payments within the past 90 days.

Program	Number of Performing Loans	Outstanding Principal Owed	Outstanding Interest Owed
Active Programs			
SMALL BUSINESS LOAN PROGRAM	4	\$40,806.20	\$112.42
DOWNTOWN VENTURE FUND	18	\$750,000*	Not Available
Defunct Loan Programs			
LEAD PAINT ABATEMENT PROGRAM	7	\$72,929.54	\$112.85
ECONOMIC DEVELOPMENT LOANS	2	\$31,615.73	\$175.62
HOUSING PROGRAMS	5	\$85,643.55	\$96.74

*City of Lowell share only (36% of total loan amount). The additional principal is owed to the private lending institutions who partnered with the City to create this program.

Source: Downtown Venture Fund - City of Lowell Economic Development Office (6/26/2006);
All others - Enterprise Bank & Trust Co. Loan Custodial Reference Journal (6/30/2006)

DEFERRED AND FORGIVABLE LOANS

The economic development loan programs listed below are all zero-interest forgivable as long as the recipients create or retain jobs consistent with the loan program agreements and applicable HUD regulations and those jobs remain in Lowell, typically for a period of five years from the date of the loan. The Small Business Loan Program loans listed below also typically require that the business remain in the location it occupied at the time of the loan for a period of five years.

Deferred and Forgivable Economic Development Loans

Program	Number of Loans	Outstanding Principal Owed
Active Programs		
SMALL BUSINESS LOAN PROGRAM	9	\$68,536.00
Defunct Loan Programs		
ARTIST INCENTIVE PROGRAM	3	\$15,000.00
DOWNTOWN HISTORIC REHAB AND JOB CREATION PROGRAM	32	\$41,100.00

Source: City of Lowell Economic Development Office (7/26/2006)

The housing rehab loans listed below are all deferred mortgages, with the principal and interest (if applicable) due on sale of the property. Older loans included simple interest accrued annually. More recent loans tend to have lower interest rates or charge no interest. Several loans which were reported as outstanding in Lowell's 2004-05 CAPER had been paid off during that program year. However, because evidence of recording had not yet been received by the DPD, these loans were incorrectly listed as outstanding in the 2004-05 CAPER. The table below has corrected for this problem.

Deferred Housing Rehab Loans

Interest Rate	Number of Loans	Outstanding Principal Owed
7% Annual	5	\$96,300
5% Annual	9	\$143,725
3% Annual	37	\$655,436
No interest	17	\$249,193
TOTAL	68	\$1,144,654

Source: City of Lowell Housing Program Office (9/01/2005)

CDBG-FUNDED LOANS IN DEFAULT

The following table outlines the number and principal value of Downtown Venture Fund loans that have been closed and officially written off because the businesses have failed and reasonable efforts at recourse through collateral have been exhausted. Note that this program is a public/private partnership with local lending institutions. As a result, the amount listed is only the City's share of the outstanding principal written off.

Program	Number of Closed Loans	Outstanding Principal
DOWNTOWN VENTURE FUND	3	\$93,600

Source: City of Lowell Economic Development Office (7/26/2006)

In addition to the Downtown Venture Fund loans listed above, the City has two other recent economic development loans that are presently in default. Both were zero-interest loans to small businesses. One loan for \$5,000 was made to a business that continues to operate but has not made payments since December 2005. The City's economic development staff is working with the business owner to establish a payment plan that will allow them to bring their loan out of default. The other loan, in the amount of \$4,000, was made to a business that has subsequently closed. The City is currently pursuing options to recover some or all of the outstanding loan principal.

The following table outlines the number and principal value of older CDBG-funded loans that are more than 90 days delinquent in payments under various programs.

To date none of these loans has officially been written off, although most are unlikely to be recovered. Most have been delinquent for over ten years.

Program	Number of Delinquent Loans	Outstanding Principal Owed	Outstanding Interest Owed
LEAD PAINT ABATEMENT PROGRAM	5	\$68,745.59	\$57,668.74
ECONOMIC DEVELOPMENT LOANS	4	\$70,045.76	\$3,011.55
HOUSING PROGRAMS	3	\$54,295	\$0
TOTAL	12	\$193,086.35	\$60,680.29

Source: Enterprise Bank & Trust Co. Loan Custodial Reference Journal (6/30/2006)

PROPERTY SOLD OR FOR SALE

The following properties have been improved using Consolidated Plan funds and were sold during the 2005-06 program year or were planned for disposition by the City of Lowell as of the end of the program year.

Property for Sale

Property	Status
109 Branch Street	Sold by the City of Lowell on July 18, 2005 for \$130,000. This closing resulted in \$38,000 in CDBG program income and \$77,920 in HOME program income.
61 West Third Street	This vacant lot has been developed as a parking lot for area residents. A condominium is being created to enable neighbors to purchase individual spaces within the lot. Proceeds from the sale of several spaces was received in July 2006.
172 Lakeview Avenue	Currently being renovated using HOME funds under the City of Lowell's Homework program. Once complete, the property will be sold as three affordable condominium units.

11. LUMP SUM AGREEMENTS

- Not Applicable -

12. HOUSING REHABILITATION

PROGRAM ACCOMPLISHMENTS

During the 2005-06 reporting period three programs received CDBG funding to operate housing rehabilitation projects for low-income homeowners. Almost \$30,000 was spent to rehabilitate 12 housing units. All households served reported incomes less than 60% of the area median. The table below lists these activities and the characteristics of the households served.

FY 05-06 Housing Rehabilitation Activities

Activity	Total Housing Units Served	Income Level		Female Head of Household	Non-white Households
		Low	Very Low		
Christmas in April	8	6	2	0	0
City of Lowell, Emergency Housing Rehab	3	2	1	0	0
City of Lowell, Housing Rehab	1	0	1	0	1
Total	12	8	4	0	1

Source: PRO3 IDIS Report, 8/22/06

TOTAL CDBG FUNDS SPENT

During the 2005-06 program year, \$29,341.29 in CDBG dollars was used to complete rehabilitation activities. Additional funds were spent in coordination with the Lead Abatement program. More discussion on these expenditures and accomplishments is included in the Lead section of this report.

PUBLIC AND PRIVATE FUNDS

In conjunction with the CDBG funds spent, housing rehabilitation activities also utilized other public and private resources. Christmas in April relied on an additional \$61,800 from private fundraising to assist with its rehab activities.

13. NEIGHBORHOOD REVITALIZATION STRATEGIES

Although the City of Lowell did not have any HUD-approved Neighborhood Revitalization Strategy Areas during the 2005-06 program year, the City maintains two state-approved projects to revitalize geographically-targeted areas of Lowell. Consolidated Plan funds have been used in both the Acre Plan and JAM Plan areas to further the revitalization of these neighborhoods. A brief discussion of activities in each area follows.

ACRE URBAN REVITALIZATION AND DEVELOPMENT PLAN

The City is investing a significant amount of its HOME and CDBG funds in the Acre Urban Revitalization and Development Plan. This is a \$55 million dollar, 20-year plan to revitalize a .17 sq. mi. area within one of the most depressed neighborhoods in the City, known as the "Acre." Track I of the plan is a five year period which consists of acquisition, demolition, and/or rehab of 55 residential and commercial buildings. To date, a new Senior Center, a new 650-student middle school, over 280 new units of housing (80 of which are affordable), 20,000 square feet of commercial space, and many public infrastructure improvements have been completed. The Acre Plan has also generated over \$40 million in private investment in the last five years and led to the creation of 175 permanent jobs.

JACKSON/APPLETON/MIDDLESEX STREETS (JAM) PLAN

The JAM Plan was developed with the vision of creating a vibrant and thriving mixed-use district that could also link the downtown to the Gallagher Transportation Terminal and form a gateway to the City. Construction has begun on a \$21.6 million, 900 space municipal parking garage with an active retail component on the

ground floor. This project will serve as a catalyst to future development. The City has also assembled the Hamilton Canal District, a 15-acre redevelopment site, and is currently in the process of soliciting Master Developers for the project. Seven teams submitted qualifications statements in August in response to the City's solicitation. It is expected that the private investment in this project will exceed \$250 million. In all, this urban renewal plan will create several hundred new jobs and nearly 1,000 new residential units. The plan includes the acquisition, rehab and/or demolition of 22 commercial and residential buildings. The primary goal of the plan is for economic revitalization through private redevelopment and infrastructure improvements.

14. SECTION 108 LOAN ACTIVITIES

The City of Lowell has utilized the Section 108 loan guarantee program for several projects, including three new loans that were drawn during the 2005-06 program year. All of these loans except for the Hamilton Canal District loan ultimately had private borrowers as the final beneficiaries. The City of Lowell is the end borrower for the Hamilton Canal District loan. The private loans are all serviced by the Lowell Development and Financial Corporation for the City. The following table outlines all of the City's outstanding Section 108 loans. All loans are current as of September 2006.

Summary of Section 108 Loans

Loan	Outstanding Principal Owed
Gateway Center Corporation	\$810,833
Bon Marche Trust	\$343,333
Lannan Nominee Trust	\$329,438
Riverfront Development	\$1,000,000
Boott Cotton Mills	\$2,500,000
Hamilton Canal District	\$3,000,000
TOTAL	\$7,983,604

Source: City of Lowell DPD, LDFC, September 20, 2006.

The Gateway Center Corporation, Bon Marche Trust, and Lannan Nominee Trust all facilitated commercial development projects that were completed in the mid-1990s. All of these projects have been successful and met their contracted accomplishment objectives. They continue to make scheduled principal and interest payments.

The Riverfront Development loan facilitated the elimination of slum and blight on an area basis. The funds were used to assist with the redevelopment of two major mill buildings in the formerly dilapidated Lawrence Mills complex. Construction activity on one building is complete and the building is now occupied. The second building is nearly complete and partially occupied. The developers have been making principal payments ahead of schedule and have made all required interest payments.

The Boott Cotton Mills loan supports the creation of new office space as part of a mixed-use redevelopment of the West Mills at the Boott Mills complex. Construction activity has begun on this project. The developers have been making scheduled interest payments.

The Hamilton Canal District loan was combined with a \$2 million Brownfields Economic Development Initiative Grant and other state and local funds to pay for the acquisition and relocation costs associated with the assembly of the 14.5-acre Hamilton Canal District development site. The City completed land assembly in June 2006 and has begun the process of soliciting a developer to complete the redevelopment project. The completed project will generate at least 175 new permanent full time equivalent jobs in a high-poverty census tract consistent with the provisions of 24 CFR 570.208(a)(v).

Antipoverty Strategy

- 1. Describe actions taken during the last year to reduce the number of persons living below the poverty level.*

1. PERSONS LIVING BELOW POVERTY LEVEL

Most activities undertaken by the City of Lowell with CDBG, HOME, ESG, and HOPWA funds are efforts to reduce persons in poverty and improve the quality of life for Lowell residents, either directly or indirectly. Programs that directly influence the poverty level include: job enrichment, development, and placement through education and economic development. Projects that indirectly affect poverty include those that upgrade the community and provide affordable housing. CDBG, HOME, and ESG funds are often used as matching funds for other grants that also reduce the number of poverty level families.

Specific projects supported during the 2005-06 Program Year that helped lift some participants out of poverty include:

- Acre Family Day Care Center – Family Child Care Business Development
- AIDS Action Committee – Emergency Rental Assistance
- Alternative House, Inc. – Permanent Hsg. For Survivors of Domestic Violence
- Cambridge Cares About AIDS – Tenant Based Rental Assistance
- City of Lowell Hunger/Homeless Commission – Lowell WISH Project
- Community Teamwork, Inc. – Suitability
- Justice Resource Institute – Tenant Based Rental Assistance
- Merrimack Valley Catholic Charities – Emergency Rental Assistance
- Merrimack Valley Housing Partnership – First Time Homebuyer Project
- Metro Boston Housing Partnership – Tenant Based Rental Assistance
- St. Julie Asian Center – Family Literacy Project
- South Middlesex Opportunity Council – Housing Assistance Program
- Tri-City Community Action Program, Inc. – Tenant Based Rent. Asst.

Specific projects supported during the 2005-06 Program Year that provided direct assistance to clients who include persons in poverty include:

- Alternative House – Emergency Shelter for Battered Women
- Central Food Ministry, Inc. – Food Pantry
- Community Teamwork, Inc. – 767 Merrimack St. House
- Community Teamwork, Inc. – Milly's Place/Merrimack House
- House of Hope, Inc. – Shelter Operating Expenses
- Lowell Transitional Living Center – Community Meals Program
- Lowell Transitional Living Center – Detox Coordination and Transportation
- Merrimack Valley Catholic Charities – Brigid's Crossing
- Merrimack Valley Catholic Charities – Food Pantry
- Merrimack Valley Food Bank – Food Distribution Program
- Open Pantry of Greater Lowell, Inc. – Food Pantry

The City received other federal revenues to directly reduce the poverty level of families. A portion of Lowell has been designated as a Renewal Community. This program attempts to create employment opportunities and investment in areas with high concentrations of poverty through a variety of tax incentives. This development activity is expected to provide new opportunities for persons in poverty.

NON-HOMELESS SPECIAL NEEDS

Non-homeless Special Needs

**Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.*

1. *Identify actions taken to address special needs of persons that are not homeless but require supportive housing, (including persons with HIV/AIDS and their families).*

1. ACTIONS TO ADDRESS NON-HOMELESS SPECIAL NEEDS

The 2005-2010 Five Year Consolidated Plan identified the non-homeless special needs populations' priority needs, outlined in the table below.

Special Needs Category	Housing	Supportive Services
Elderly	Medium (HOME)	High (CDBG)
Frail Elderly	Medium (HOME)	High (CDBG)
Persons w/ Severe Mental Illness	Low	Low
Disabled (Devop. Or Phys.)	Medium (HOME)	High (CDBG)
Alcohol/Other Drug Addiction	Low	Medium (CDBG)
Persons w/ HIV/AIDS	Low	High (HOPWA)

The following activities were implemented during the 2005-06 program year to help address those needs identified as "medium" or "high" priorities and to serve the number of persons noted.

Elderly & Frail Elderly Housing (10 Households Served)

- Christmas in April - Rebuilding Day
- City of Lowell Division of Planning and Development - Housing Rehab Program

Elderly & Frail Elderly Supportive Services (6,890 Persons Served)

- Community Family, Inc. – Alzheimer's Adult Day Care
- Community Teamwork, Inc. – Advocacy Corps for Elders
- Lowell Council on Aging – Senior Center Lease
- Lowell Council on Aging – Recreational/Nutritional Program
- Lowell Council on Aging – Outreach
- Merrimack Valley Food Bank, Inc. – Food Share/Mobile Food Pantry
- Salvation Army – SAGE Senior Center

Disabled Supportive Services (367 Persons Served)

- Kids in Disability Sports, Inc. – Sports, Social & Educational Programs
- Lifelinks – Independent Living Seminar Program
- Lifelinks – Urban Youth Employment Program
- Lowell Association for the Blind – Transportation Services
- Mental Health Associates of Greater Lowell – Counseling Services
- Retarded Adult Rehabilitation Association – RARA Programs and Services

Alcohol and/or Drug Addicted Services (88 Persons Served)

- Lowell Transitional Living Center – Detox Coordination and Transportation

Persons with HIV/AIDS

See HOPWA response below.

Specific HOPWA Objectives

**Please also refer to the HOPWA Table in the Needs.xls workbook.*

1. *Overall Assessment of Relationship of HOPWA Funds to Goals and Objectives*
Grantees should demonstrate through the CAPER and related IDIS reports the progress they are making at accomplishing identified goals and objectives with HOPWA funding. Grantees should demonstrate:
 - a. *That progress is being made toward meeting the HOPWA goal for providing affordable housing using HOPWA funds and other resources for persons with HIV/AIDS and their families through a comprehensive community plan;*
 - b. *That community-wide HIV/AIDS housing strategies are meeting HUD's national goal of increasing the availability of decent, safe, and affordable housing for low-income persons living with HIV/AIDS;*
 - c. *That community partnerships between State and local governments and community-based non-profits are creating models and innovative strategies to serve the housing and related supportive service needs of persons living with HIV/AIDS and their families;*
 - d. *That through community-wide strategies Federal, State, local, and other resources are matched with HOPWA funding to create comprehensive housing strategies;*
 - e. *That community strategies produce and support actual units of housing for persons living with HIV/AIDS; and finally,*
 - f. *That community strategies identify and supply related supportive services in conjunction with housing to ensure the needs of persons living with HIV/AIDS and their families are met.*
2. *This should be accomplished by providing an executive summary (1-5 pages) that includes:*
 - a. *Grantee Narrative*
 - i. *Grantee and Community Overview*
 - (1) *A brief description of your organization, the area of service, the name of each project sponsor and a broad overview of the range/type of housing activities and related services*
 - (2) *How grant management oversight of project sponsor activities is conducted and how project sponsors are selected*
 - (3) *A description of the local jurisdiction, its need, and the estimated number of persons living with HIV/AIDS*
 - (4) *A brief description of the planning and public consultations involved in the use of HOPWA funds including reference to any appropriate planning document or advisory body*
 - (5) *What other resources were used in conjunction with HOPWA funded activities, including cash resources and in-kind contributions, such as the value of services or materials provided by volunteers or by other individuals or organizations*
 - (6) *Collaborative efforts with related programs including coordination and planning with clients, advocates, Ryan White CARE Act planning bodies, AIDS Drug Assistance Programs, homeless assistance programs, or other efforts that assist persons living with HIV/AIDS and their families.*
 - ii. *Project Accomplishment Overview*

- (1) A brief summary of all housing activities broken down by three types: emergency or short-term rent, mortgage or utility payments to prevent homelessness; rental assistance; facility based housing, including development cost, operating cost for those facilities and community residences
 - (2) The number of units of housing which have been created through acquisition, rehabilitation, or new construction since 1993 with any HOPWA funds
 - (3) A brief description of any unique supportive service or other service delivery models or efforts
 - (4) Any other accomplishments recognized in your community due to the use of HOPWA funds, including any projects in developmental stages that are not operational.
- iii. Barriers or Trends Overview
- (1) Describe any barriers encountered, actions in response to barriers, and recommendations for program improvement
 - (2) Trends you expect your community to face in meeting the needs of persons with HIV/AIDS, and
 - (3) Any other information you feel may be important as you look at providing services to persons with HIV/AIDS in the next 5-10 years
- b. Accomplishment Data
- i. Completion of CAPER Performance Chart 1 of Actual Performance in the provision of housing (Table II-1 to be submitted with CAPER).
 - ii. Completion of CAPER Performance Chart 2 of Comparison to Planned Housing Actions (Table II-2 to be submitted with CAPER).

1. OVERALL ASSESSMENT

In addition to ESG and CDBG funds discussed in previous sections, all 2005-06 HOPWA funds were spent to address the Homeless/HIV/AIDS priority need identified in the 2005 Five Year Consolidated Plan.

The table below outlines the proposed and actual accomplishments of the Middlesex County HOPWA program during the 2005-06 program year.

FY 2005-06 HOPWA Funded Activities

Agency	2005-06 Expenditures	Proposed Accomplishments	Actual Accomplishments
AIDS Action Committee - Rental Assistance	\$99,965	56 Households	48 Households
AIDS Housing Corp.- Technical Assistance	\$5,071	12 Organizations	12 Organizations
Cambridge Cares About AIDS - Ruah House	\$35,400	7 Households	10 Households
Cambridge Cares About AIDS - YMCA/SRO Program	\$57,700	15 Households	23 Households
Justice Resource Institute - TBRA	\$43,052	15 People	15 People
Justice Resource Institute - Support Services	\$23,849	22 People	39 People
Lowell House, Inc. - Supportive Services	\$39,000	80 People	138 People
Merrimack Valley Catholic Charities - Outreach	\$25,538	26 Households	46 Households

Merrimack Valley Catholic Charities - Julie House	\$39,900	10 Households	13 Households
Metro Boston Housing Partnership - Rental Assistance*	\$110,048	12 Households	12 Households
South Middlesex Opportunity Council - Housing Search & Placement	\$47,300	20 People	63 People
Tri-City TBRA	\$55,831	14 People	67 People

Source: 2005-06 Annual Action Plan; PR72 IDIS Report

* Total expenditures include fourth quarter draws not reported in 8/22/06 PR72 report.

The Five-Year Consolidated Plan identified goals for serving non-homeless special needs populations with housing activities and supportive services. More discussion about the types of HOPWA activities funded and comparisons to 5-Year goals is provided below.

2. HOPWA GRANTEE NARRATIVE

GRANTEE AND COMMUNITY OVERVIEW

Nine Project sponsors spent HOPWA funds during the reporting period to complete 12 activities that provided a range of housing activities and related services in Middlesex County.

AIDS Action Committee's (AAC) is a not-for-profit community-based public health organization that provides case management, supportive services, and housing assistance to individuals with HIV/AIDS. Through partnerships with more than 60 providers, AAC serves HIV/AIDS clients who are homeless, in need of affordable housing, are diagnosed with a mental illness, facing imminent eviction, and struggling with addiction. During the 05-06 fiscal year, HOPWA funds supported the agency's *Rental Assistance Program*, which provided short-term rent, mortgage, and/or utility assistance, including rental start-up and back payments to low-income persons living with HIV/AIDS and their families. A total of 46 households were assisted during this reporting period.

AIDS Housing Corporation (AHC) provides technical assistance, education, and advocacy to municipalities and HIV/AIDS housing programs throughout New England. Using HOPWA funds, AHC provided TA services to housing providers, AIDS service organizations, staff from the City of Lowell and other local communities within the Middlesex HOPWA region to assist with the development of new programs and support existing programs. AHC targeted programs that serve the homeless, persons with other special needs, and communities that are under-served.

Cambridge Cares About AIDS, Inc. (CCAA) operates direct client service programs and prevention activities for HIV/AIDS populations. The majority of CCAA clients are either homeless, inadequately housed, or at imminent risk of homelessness. 2005-06 HOPWA funds were used to support two of CCAA's programs. The *Men's Open Door SRO* program provided tenant based rental assistance to 23 homeless men at the Cambridge YMCA. In addition to providing permanent housing, the program offers assistance with substance abuse, budgeting, and relapse prevention. CCAA's *Ruah House Project* provided permanent housing for 10 homeless women living with HIV/AIDS and offered 24 hour staff coverage for those with compromised activities of daily living by ensuring access to medical, mental health and social service agencies.

Justice Resource Institute (JRI) Health provides services to people with (or at risk of) HIV/AIDS who are not accessing services from other organizations. JRI Health programs represent a continuum of care centered on the health care needs of highest risk populations. Two programs received HOPWA funding for the 2005-06 fiscal year. The *Assisted Living Program* assisted 39 people utilizing a HOPWA subsidy or TBRA Section 8 subsidy in the Lowell HOPWA region with services including hands-on housing search, case management, and ongoing needs assessments. JRI Health also coordinated *Tenant Based Rental Assistance* services through its statewide initiative to the disabled, homeless and those at risk of homelessness, and are living with HIV/AIDS. This program provided services and rental subsidies to 15 individuals.

Lowell House, Inc. is a multi-component substance abuse and HIV/AIDS treatment organization providing services in courts, prisons, and schools, and in the traditional components of outpatient and residential services provided at sites and in properties owned by Lowell House, Inc. HOPWA funds supported LHI's *Supportive Services* program for HIV/AIDS clients in Greater Lowell. 138 Individuals were assisted with substance abuse treatment and counseling, nutritional services, daily living support, transportation, and housing information during the reporting period.

Merrimack Valley Catholic Charities (MVCC) is one of the largest private providers of social services in Massachusetts. Two Lowell based-MVCC programs, offering housing and related services to individuals with HIV/AIDS, were supported with HOPWA funds during the 2005-06 fiscal year. The *Julie House* program provides permanent housing and supportive services for men and women living with HIV/AIDS who are homeless or at risk of becoming homeless. 13 individuals were assisted in 05-06 with permanent housing. Catholic Charities *AIDS Outreach Center* provided supportive services and emergency assistance to 46 households.

Metropolitan Boston Housing Partnership (MBHP) has a 22-year history of assisting low-mod income families and individuals to find/keep housing and move towards economic stability. MBHP works with JRI to identify clients and their eligibility/need for permanent housing in tenant based rental units that are safe and meet standard codes. During the 05-06 fiscal year, HOPWA funds supported the *Rental Assistance-Supported Housing Program* which provided rental assistance to 12 persons living with HIV/AIDS.

South Middlesex Opportunity Council (SMOC) is a regional non-profit social service agency operating a wide variety of programs providing housing, behavioral health, education, employment, and other services designed to assist low income individuals and families achieve and maintain self-sufficiency. HOPWA funds assisted the *Housing Counseling Program* in 2005-06, which provided intensive housing search and placement services to individuals and families that are living with HIV/AIDS. 63 people were served through this program during the reporting period.

Tri-City Community Action Program, Inc. is the anti-poverty agency for Malden, Medford, Everett, Melrose and Wakefield. During the reporting period, HOPWA funds supported TriCap's *Benefits and Specialized Housing Program*. 67 chronically homeless individuals with HIV/AIDS were assisted with this program, which provides supportive services and case management, in addition to tenant based rental vouchers.

GRANT MANAGEMENT

The project selection process for FY 2005-06 HOPWA funds was consistent with the City's Five-Year Consolidated Plan. Activities were evaluated based on a number of criteria including consistency with the priority needs identified in the Five-Year Plan, as well as compliance with the HOPWA program regulations.

Financial management included the collection and verification of sponsor reports and invoice receipts. Both onsite monitoring as well as remote monitoring of project sponsors was conducted during the course of the reporting period and was consistent with the process described in the Monitoring portion of this report. Throughout the reporting period, the City of Lowell worked closely with AIDS Housing Corporation, which provided technical assistance.

LOCAL JURISDICTION

According to the AIDS Housing Corporation's January 2005 Assessment Report, there were 2,284 diagnosed cases of HIV/AIDS in Middlesex County. The largest HIV/AIDS populations reside in Cambridge/Somerville (601), Lowell (405), Malden/Medford (292) and Framingham (130). There were nearly 80 HIV/AIDS persons reported as homeless, although the number could be under-reported in many cases. According to the report, there are a total of 107 units of affordable housing dedicated to persons with HIV disease in Middlesex County. This provides enough housing for only 21% of the county's AIDS/HIV population.

PLANNING FOR THE USE OF HOPWA FUNDS

AIDS Housing Corporation, a HOPWA technical assistance provider, facilitated meetings with new and existing HOPWA grantees in the winter and spring of 2004, educating them about existing AIDS housing resources. These planning sessions addressed the status of programs funded under the previous HOPWA designated area, and identified gaps in services and community needs.

In January 2005, AHC completed the Middlesex County AIDS Housing Needs Assessment. The City of Lowell used the findings of this report to set priorities for the allocation of HOPWA funds in its Five-Year Consolidated Plan for fiscal years 2005-2010. The City also used the report during its procurement process in January 2005 to allocate 2005-06 HOPWA funds.

OTHER RESOURCES

Nearly \$1.4 million was secured through Federal, State and local resources to match HOPWA funds to create comprehensive housing strategies. In addition to in-kind donations and volunteer time, HOPWA funds were supplemented with funds from the Dept. of Public Health, the City of Boston's DND, Boston's SHP, Mass. Bay United Way, Merrimack Valley United Way and many faith-based organizations.

COLLABORATIVE EFFORTS

The Greater Lowell SHIFT (Standardized Housing for Individuals and Families in Transition) coalition, under the direction of Community Teamwork, Inc. a regional non-profit multi-service agency, has approximately 40 partners including representatives from the Department of Mental Health, Department of Social Services, Department of Transitional Assistance, the Greater Lowell Interfaith Alliance, the House of Hope, the GRIP Project, the Lowell Transitional Living Center,

and the City of Lowell. The coalition also has several members who work directly with the Governor's office and the Interagency Council, ensuring information flow among all levels of government and community-based non-profits.

Lowell's Continuum of Care members provide extensive services to prevent homelessness for homeless populations including veterans, elderly, youth, victims of domestic violence, individuals with HIV/AIDS, and individuals with substance abuse problems. The Continuum of Care case managers ensure that individuals leaving shelters for other emergency or transitional housing are secure in support service programs.

HOUSING ACTIVITIES

Lowell's Five Year Consolidated Plan projected approximately 750 households with HIV/AIDS to be served through housing-related activities between 2005-2010. During the 2005-06 reporting period, HOPWA funds supported 152 households with housing activities. These activities are listed below according to the type of HOPWA housing activity conducted.

Project Sponsor	2005-06 Accomplishments
Emergency or STRMU Assistance (5 Year Goal: 80/year)	
AIDS Action Committee	48 Households
Merrimack Valley Catholic Charities - AIDS Outreach	46 Households
Tenant Based Rental Assistance (5 Year Goal: 30/year)	
Cambridge Cares About AIDS - Open Door/SRO	23 Households
Metropolitan Boston Housing Partnership	12 Households
Facility Based Housing (5 Year Goal: 15/year)	
Cambridge Cares About AIDS - RUAH House	10 Households
Merrimack Valley Catholic Charities - Julie House	13 Households

The following tables document the total funds expended for each type of housing activity supported with HOPWA funds in the 2005-06 reporting period.

Performance Chart I – Actual Performance in the Provision of Housing

Type of Unit:	Number of Units with HOPWA Funds	Amount of HOPWA Funds	Number of Units with Grantee & Other Funds	Amount of Grantee and Other Funds	Deduction for Units Reported in More than One Column	Total by Type of Unit
1. Rental Assistance	35	\$167,748	0	0		35
2. Short-term/emergency housing payments	94	\$125,503	0	0		0
3-a. Units in facilities supported with operating costs	23	\$75,300	10	\$117,184		34

3-b. Units in facilities that were developed with capital costs and opened and served clients	0	0	0	0	0
3-c. Units in facilities that were developed with capital costs but not yet opened	0	0	0	0	0
Subtotal					
Deduction for units reported in more than one category					
TOTAL	152	\$368,551	10	\$117,184	69

Performance Chart II – Comparison to Planned Housing Actions

Type of Unit:	Estimated Number of Units by type in the approved Consolidated Plan/Action Plan for this operating year	Comment on comparison with actual accomplishments
1. Rental Assistance	35	35
2. Short-term or emergency housing payments	95	94
3-a. Units in facilities supported with operating costs	20	23
3-b. Units in facilities that were developed with capital costs and opened and served clients	0	0
3-c. Units in facilities being developed with capital costs but not yet opened	0	0
Subtotal	150	152
Deduction for units reported in more than one category	0	0
TOTAL	150	152

HOPWA funds assisted 152 units with just under \$370,000 in the 2005-06 reporting period. All units were made available to individuals with HIV/AIDS and their families who reported earning less than 80% of the area median income. Most project sponsors are successful in securing sources other than HOPWA funds to ensure that goals identified at the start of the program year are met.

HOUSING UNITS CREATED

The City of Lowell began administering HOPWA funds for Middlesex County during the 2004-05 fiscal year. Since that time no housing units have been created through acquisition, rehabilitation, or new construction.

SUPPORTIVE SERVICES

The Five-Year Consolidated Plan projected approximately 2,000 individuals with HIV/AIDS to be served during 2005-2010 through supportive services. HOPWA funds assisted 322 individuals during FY 2005-06. More than 60 of these individuals were assisted with housing information services through the South Middlesex

Opportunity Council. The table below includes those project sponsors, which provided supportive services to individuals with HIV/AIDS during the reporting period.

Project Sponsor	2005-06 Accomplishments
JRI Health - TBRA Services	15 People
JRI Health - Assisted Living Program	39 People
Lowell House, Inc.	138 People
South Middlesex Opportunity Council	63 People
Tri-City	67 People

OTHER ACCOMPLISHMENTS

2005-06 HOPWA funds were also spent by AIDS Housing Corporation, which provided technical assistance and training for both the grantee and sponsor organizations. They assisted with public hearings during the start of the RFP process in addition to conducting an informational meeting on HUD's performance measurement system.

RESPONSE TO BARRIERS ENCOUNTERED

The following barriers to providing housing for persons with HIV/AIDS in Middlesex County were identified by HOPWA project sponsors:

- Insufficient safe, decent, affordable housing
- Lack of affordable housing for families of persons with HIV/AIDS
- Persons with a criminal history barred from housing
- Persons with prior or current substance abuse problem barred from housing
- Few housing advocates
- Long housing waiting lists
- Limited capacity at shelters
- Shelters unable to handle specific needs of people living with HIV/AIDS
- No continuum of housing in some areas
- Insufficient or nonexistent public transportation
- Refusal by landlords to accept Section 8 vouchers
- Federal guidelines and definitions of homeless limiting clients that may receive assistance
- Limited number of Section 8 vouchers

The HOPWA provider community will continue to meet on a regular basis to address the above barriers and will stay in contact with Federal, State and local government representatives to communicate these needs.

TRENDS IN MEETING NEEDS OF PERSONS WITH HIV/AIDS

The regional sponsors meet regularly to compare needs; share information on grants and other funding initiatives; and share resources to assist each other to care for the County's homeless population.

Many sponsors employ the following strategies to address some of the barriers identified above and meet the needs of persons living with HIV/AIDS:

- E-mail other project sponsors about legislative activities regarding policies that affect the HIV/AIDS population, particularly the homeless, and urge them to contact their legislators;
- Conduct public forums within the community to educate the public about the facts and needs for both affordable, safe housing, as well as, the supportive services needed to sustain those in housing;
- Meet with Continuum of Care groups (Framingham, Somerville, Lowell and Malden) to discuss the needs and barriers to housing those with HIV/AIDS in Middlesex County.
- Improve referral processes to ensure efficient and quick service for clients.
- Leverage the existing funds via coalitions and partnerships.
- Improve communication and training with staff to ensure program requirements are understood and met.

Regional community strategies continue to identify the housing and supportive service needs of the HIV/AIDS population. The sponsor agencies are dedicated and passionate about these housing objectives for their HIV/AIDS clients and families.

OTHER NARRATIVE

Include any CAPER information that was not covered by narratives in any other section.

The City of Lowell began using the Consolidated Plan Management Program Tool during the 2005-06 program year. Project worksheets, associated with activities funded during this program year are attached and include activities which were either completed or underway at the close of the reporting period. Projects which were set up in previous program years but drew funds during the reporting period are not included.

The following U.S. Department of Housing and Urban Development (HUD) forms and Integrated Disbursement and Information Systems (IDIS) reports are on file at the City of Lowell Division of Planning and Development and have been submitted to HUD as an appendix volume to the City of Lowell's 2005-06 CAPER.

Consolidated Plan

IDIS Report PR01 – HUD Grants and Program Income
IDIS Report PR02 – List of Activities
IDIS Report PR06 – Summary of Consolidated Plan Projects
IDIS Report PR23 – Summary of Accomplishments

Community Development Block Grant Program (CDBG)

IDIS Report PR03 – CDBG Activity Summary
IDIS Report PR10 – CDBG Housing Activities
IDIS Report PR26 – CDBG Financial Summary

Home Investment Partnership Program (HOME)

Form 40107 – HOME Annual Performance Report
Form 40107-a – HOME Match Report
IDIS Report PR22 – Status of HOME Activities
IDIS Report PR25 – Status of CHDO Funds
IDIS Report PR27 – Status of HOME Grants
IDIS Report PR33 – HOME Match Liability Report

Emergency Shelter Grant Program (ESG)

IDIS Report PR19 – ESG Activities for Projects
IDIS Report PR20 – ESG Activity Summary

Housing Opportunities for Persons with AIDS Program (HOPWA)

IDIS Report PR72 – HOPWA Project Activity Summary

HOPWA Charts II-1 and II-2 are included in the HOPWA narrative portion of this report.